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ABSTRACT

In conducting its study of the efficiency and economic policies of public elementary and secondary schools in Kansas, the Committee placed emphasis on (1) the optimum number of administrative personnel in the school districts compared with the number actually employed; (2) teacher assignments for classroom instruction and the extent of teachers' administrative and nonprofessional duties, to suggest the best application of teachers' time as compared with existing practices; (3) budget practices that might be improved; (4) operation of transportation programs, comparing purchase and lease of buses, efficiency of routing, extracurricular use of buses, methods of accounting for transportation expenses and sources of payment thereof; and (5) methods and procedures of school accreditation and teacher certification and effects thereof. The report examines these areas and provides recommendations. Texts of proposed legislation to implement some of these recommendations are also provided in the appendixes. (Author/JF)

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Accountability:

The First Priority in EDUCATION

Report
of the
Select School Practices Efficiency Committee
to the 1971 Legislature

January, 1971

EA 005 737

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FOREWORD

The Committee must report that it observes today a widespread loss of confidence in the education system in the State of Kansas. This sentiment is shared by students, parents, taxpayers, local school board members, legislators, and educators. Loss of confidence in part has developed because of a belief that increased costs of education have not been justified by discernible results. The Committee believes that extensive changes must be made to restore public confidence in the education system. These changes must be expressed in such a way that the success or failure of the education process can be measured.

The constant concern of the Committee in its deliberations has been to find ways to increase the accountability in education in this state. Accountability involves more than money. It requires the evaluation of programs and how they affect the individual students. Accountability includes the rendering of meaningful reports to all concerned segments of society so that the success or failure of the education process can be measured by all interested persons.

Systems based on meeting the individual student's needs which are in harmony with educational goals and objectives must be evolved and implemented. These goals and objectives must be established within the local school districts and must involve participation of patrons, students, teachers, administrators, boards of education, and members of the community at large. This total effort should be focused upon student needs. Once the local goals and objectives are established, means should be developed to provide for implementation and for on-going evaluation of progress.

To the extent that school districts are restrained from moving toward this new accountability by outmoded legislation and rules and regulations of the State Board of Education, such constraints should be eliminated.

Unless the current trend is reversed, the education system will become increasingly less able to meet its responsibilities. The Committee has therefore dedicated its efforts to developing positive approaches for restoring public confidence in our education system through a quest for accountability.

JANUARY 7, 1971

To: The 1971 Legislature, State of Kansas

In accordance with provisions of Senate Concurrent Resolution No. 63, the Committee reports on the results of its hearings and careful consideration of the various subjects included in the Committee's charge. We solicit your consideration of the recommendations we make in the following pages. The Committee is impressed with the urgency and need for greater accountability in education. The implementation of the recommendations of the Committee is an essential step in this direction.

Respectfully submitted,

Joseph C. Harder, Senator, *Chairman*
Dr. Glenn Bair, Topeka, *Vice-chairman*
Lester C. Arvin, Senator
Wayne Beesley, Gove
Robert F. Bennett, Senator
Ervin E. Grant, Representative
Jerry L. Harper, Representative
Richard Hrdlicka, Newton
Jim Maag, Representative
David A. Nichols, Kansas City
Harold C. Rohmiller, Representative
Clarence Rupp, Manhattan

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THE COMMITTEE RECOMMENDS

That the State Department of Education adopt a concise, standardized format which will enable it to secure consistent reporting of school personnel. Identification of such persons should be based upon the U. S. Department of Health, Education and Welfare *Handbook II* (Rev.) guide for financial accounting for local and state school systems.

That accreditation standards of the State Board of Education and the North Central Association of Colleges and Secondary Schools be changed so that local school districts will have wide latitude in judging their own needs as to the optimum number and type of administrative personnel.

That the number of certificated employees and their training and experience no longer be used as a factor in determining the distribution of state foundation aid. If this change is not made, the formula for distribution of state funds to local school districts should give some recognition to districts which employ teacher aides who participate directly in the educational process.

That the State Board of Education take into account the employment and use of teacher aides in fixing its regulations relative to maximum class size.

That the 1971 Legislature authorize a broad-based, intensive study of the use of clerical personnel and teacher aides directly involved in the educational process in the public school districts of Kansas with the goal of determining whether encouragement and regulation of these resources might result in improved use of school funds and quality of education.

That the 1971 Legislature cause a committee to be appointed, charged with the responsibility of advising the State Department of Post Audit in the preparation at the earliest practicable time of a budget form to implement the concepts of planning, programming, and budgeting as incorporated in this report.

That the 1971 Legislature repeal K. S. A. 1970 Supp. 72-8213 which, in some cases, requires a vote of resident electors of an attendance center before it may be closed.

That K. S. A. 1970 Supp. 72-8302 be amended to clarify the application of the present statute. [Appendix VI (B)]. If this amendment is approved, it would be mandatory for a school district to transport any student who lives more than two and one-half miles from the school house he attends, except if he lives within the corporate limits of the city in which the school he attends is located.

That the statutory provision K. S. A. 1970 Supp. 72-8306 requiring mandatory bussing of certain private and parochial school students be deleted. School districts should be permitted to elect to transport such students, and, as now, should not receive state aid for so doing. Further, the law should be broadened to apply uniformly to districts which transport students with leased buses or by some type of contractual bussing arrangement.

That the advantages of central purchasing of school buses be available to school districts which desire to secure buses in this manner. Purchases could be made based upon contract prices or bids secured by the purchasing division—State Department of Administration. A bill has been prepared permitting such an arrangement [Appendix VI (D)]. However, the use of the central purchasing mechanism should be solely at the option of the local school district at this time. School districts should continue to have authority to solicit bids locally.

That school districts bid consumable transportation-related goods and services.

That school districts prepare and keep updated written transportation policies and provide for the widest possible circulation of these policies in the district.

That the State Highway Commission and State Department of Education continue to work together and to review and coordinate their efforts concerning traffic safety education and traffic safety regulations relating to transportation.

That the present State Board of Education rules and regulations be changed to allow *districts* to substitute self-evaluation of school programs for the present state *school* accreditation requirements established by the Board. The State Board of Education *Self-Evaluation Guide for Kansas Elementary Schools, Evaluation Guide for the Junior High Schools of Kansas* and the *NCA Evaluation Guide for Secondary Schools* (1970 Revision) should be the documents

utilized by the school districts (and the community) in conducting their self-evaluations. Self-evaluation should be conducted at least once every five years, and interim progress reports should be prepared and disseminated annually. The goals, performance and all evaluation findings should be generally available to the public.

That the House and Senate Education Committees jointly hold a hearing to receive a report from the Professional Teaching Standards Advisory Board of its progress in the revision of certification requirements, and that such subsequent meetings as are deemed desirable be held to review and audit the Board's consideration of the charges concerning certification recommended to it by this Committee. (See page 58.)

That the 1971 Kansas Legislature authorizes a study of the desirability and feasibility of the development of a statewide system of comprehensive educational service centers.

That a number of worthwhile cooperative programs, now being operated without the benefit of specific statutory authority, be supported by short term legislative authority pending completion of the study recommended above. These include, for example, purchasing (bidding) cooperatives and various types of professional services cooperatives.

That the 1971 Kansas Legislature adopt a concurrent resolution for submission to the voters, proposing to amend the Constitution of the State of Kansas (Art. 6, Sec. 3) to provide for *appointment* of members of the State Board of Education by the Governor, subject to the confirmation of the Senate [Appendix VI (E)].

INTRODUCTION

The select Joint School Practices Efficiency Committee was created by the adoption of Senate Concurrent Resolution No. 63 (1970 Session). The Committee was directed to study the efficiency and economic policies of public elementary and secondary schools in Kansas. In conducting its study, the Committee was further instructed to place emphasis on the following areas:

(*a*) The optimum number of administrative personnel in the school districts compared with the number actually employed;

(*b*) Teacher assignments for classroom instruction and extent of teachers' administrative and nonprofessional duties to suggest the best application of teachers' time as compared with existing practices;

(*c*) Feasibility of expanded use of closed circuit television for instructional purposes;

(*d*) Budget practices which might be improved;

(*e*) Operation of transportation programs, comparing purchase and lease of buses, efficiency of routing, extra-curricular use of buses, methods of accounting for transportation expenses and sources of payment thereof;

(*f*) Management of and source of payment for activity programs;

(*g*) Methods and procedures of school accreditation and teacher certification and effects thereof; and

(*h*) Personnel practices, duty assignments and efficiency of the State Department of Education.

The Chairman of the Senate Education Committee and the Chairman of the House Education Committee appointed the members of the Joint Committee in accordance with the provisions of the resolution. The Committee met and organized on May 27, 1970.

During the course of the study, the Committee met with representatives of many groups.* In addition, two questionnaire surveys of the school districts were conducted by the staff, and considerable research information was prepared by the Research Department and the State Department of Education.

With so comprehensive a mandate, the Committee was unable to give in-depth consideration to each of the subject areas listed in the resolution. Priorities were established so that the Committee

* For a listing of the persons appearing before the Committee see Appendix I.

could direct its attention to those items which it considered more important.

The Committee early realized that for a number of reasons its appointment and deliberations were particularly timely. The imposition of the property tax lid in 1970 and increasing demands of taxpayers for greater efficiency and economy in local school district operation are certainly part of the "climate" in which this Committee deliberated. Over the last five years, the cost of local education has increased at an average rate of 9% per year. With a property tax lid allowing limited annual increases, some adjustments will have to be made.

So much has been expected of education that taxpayers have been willing to accept increased budgets for education when they have not been willing to accept equal increases for other functions. As inflation and the desire to better educate our youth have led to increased dollar outlays for education, a sentiment has developed which has questioned and challenged many of the increased expenditures. This sentiment is encouraged by information showing substantial differences in costs per pupil among different districts. When the district bore the costs of such programs, these differences could be explained as part of a philosophy of local control of education. Now, with over 30% of the costs of elementary and secondary education being borne by the state and with recommendations for increased state aid, it is understandable that the legislature is concerned about education expenditures at the local district level. The legislature, in general, and legislators, individually, are asked by concerned citizens to give increased support for local education, but they have neither the information nor the direct responsibility for approving or disapproving many of the local activities and practices which contribute to the increased costs of education.

It is particularly important now to examine educational practices and costs in Kansas as total enrollments in elementary and secondary school education decline. For a number of years, increased costs could be explained in part by increased enrollments. The best projections of total enrollments in the state show a decline of 12% in six years (see accompanying Table I). It should be emphasized that these are state totals; individual districts will vary from this trend. Individual school districts should closely study their future enrollment patterns as they plan their educational programs.

The several charges given to the Committee in the resolution creating it have been used as a basis to structure this report. While

TABLE I—Projected Kansas Public School Enrollments in Grades One to Twelve, 1970-71 to 1975-76

Year	Enrollments
1970-71	468,730
1971-72	460,292
1972-73	448,842
1973-74	436,453
1974-75	423,758
1975-76	412,266

Source: Data from the files of the Master Planning Commission.

the Committee has explored most of its charges in a broad sense, it has focused on the need for greater accountability and efficiency in the educational process at the local level. The Committee considers the search for greater accountability and efficiency in education as a necessary step in building greater support and understanding of the needs of local education. Perhaps it should be noted that Kansas is but one of several states that is seeking ways to establish greater accountability in education.

There is evidence that in some of its programs the State Department of Education has labored long and hard, but has had limited impact on improving education in Kansas today. The Education Department is seeking ways to change some of its procedures. This is the case particularly in the area of accreditation, which is discussed later.

The Committee is concerned with improving relationships between the State Department of Education and the local school districts. In the opinion of the Committee, it is not appropriate for the State Board of Education or for the legislature to act as a local school board. There was strong sentiment within the Committee that local school boards must be encouraged to think innovatively about the objectives of education.

Despite the number of instances on the following pages devoted to procedures and mechanical details, the Committee was concerned about a number of the broader questions of educational philosophy and goals. For example, the Committee was, on repeated occasions, impressed with the limited attention given by professional educators to measuring the "output" of the educational process. In what kinds of schools and under what conditions do students learn more? Though much of the report is devoted to mechanical considerations and details, the Committee urges more attention to the student and his learning.

There must be room in the educational framework for innovative approaches to the student learning experience. School ad-

ministrators should be encouraged to consider alternatives to past patterns. To the extent necessary, state laws and the rules and regulations of the State Board of Education must be modified to permit innovation in education. Local districts should be encouraged to tailor their educational offerings and programs to the needs of the students.

More detailed consideration of the relationships between the State Department of Education and the local school districts is presented in a number of the following chapters of this report. As a general point of philosophy, the Committee believes that the State Department should be less occupied with the enforcement of standards and more concerned with exercising leadership in education in the state.

Chapter I

ADMINISTRATIVE PERSONNEL

The Committee was directed to review the number of administrative personnel employed in the Kansas school districts to determine whether school districts employ more administrative personnel than are, in fact, necessary for the efficient operation of the school system. The Committee determined that no optimum number of administrators could be established because of the variation among school districts and the lack of meaningful guidelines on which to base such determinations.

The Committee held hearings, secured statistical data from the State Department of Education relating to the number of administrators employed in Kansas school districts, and conducted a questionnaire survey of the school board presidents concerning this subject.

Identification of Persons Classified as Administrators. Meaningful analysis of available data relating to administrators is impossible because the number of administrators and persons classified as administrators, quasi-administrators, and teachers cannot be clearly identified or categorized. Full-time equivalent (FTE) certificated administrative employees were identified on the 1969-70 superintendent's organization report as superintendents, assistant superintendents, elementary principals, junior high principals, high school principals, elementary supervisors, and junior high supervisors. Following this listing on the report form was an entry for "Other" persons, presumably those certified administrative personnel who could not be identified in the preceding categories. In addition, the report form lists two additional "Other" categories for reporting on certificated employees. As a result of the difficulty in extracting these data from the report, the State Department of Education has revised the 1970-71 report form so as to improve the accuracy of the data collected.

As shown by the accompanying Table II, the 311 school districts reported that they employed a total of 2,135.8 FTE administrators during the 1969-70 school year. The total public school enrollment was about 499,000.*

* It should be noted that this figure does not agree with the estimates to be found on page 11. The comparable figure for 1970-71 is 493,970.5. This total enrollment includes 18,340 (FTE) kindergartners and 6,556 (FTE) special education students and is expected to be further changed by corrections from annual reports and corrections in calculating full-time equivalent students.

TABLE II—Full-Time Equivalent Administrators—by Category

(1969-70 School Year)

Position	Total
Superintendent	284.5
Assistant Superintendent	93.7
Elementary Principal	805.5
Junior High Principal	171.0
High School Principal	383.2
Elementary Supervisor	98.0
Junior High Supervisor	29.9
Other	270.0
Total	2135.8

Of the 270 in the "Other" category, 132 were in Shawnee Mission (USD 512), and most have since been identified as elementary supervisors. A great variety of titles is included among persons reported in the "Other" category including, for example, speech therapist, psychologist, art supervisor, consultant, director of records and accounts, director of research, coordinator of federal programs, business manager, director of public information and communication, etc.

Recommendation. **The Committee recommends that the State Department of Education adopt a concise, standardized format which will enable it to secure consistent reporting of school personnel. Identification of such persons should be based upon the U. S. Department of Health, Education and Welfare *Handbook II* (Rev.) guide for financial accounting for local and state school systems.**

Ratio of Pupils to Administrators. The ratio of pupils to FTE administrators for the 1969-70 school year ranged from 55.3 to 1 in Edson (USD 485) to 427.5 to 1 in Chetopa (USD 505). Edson, with a total enrollment of 83, employed one full-time superintendent and one half-time elementary principal. Chetopa had an enrollment of 427.5 and employed one full-time administrator—the superintendent. Based upon state accreditation requirements,* Chetopa needed an additional .9 FTE administrator in order to meet the state requirements. Edson, on the other hand, employed an administrator for .4 more time than was required to meet the state accreditation standards.

* High schools and junior high schools enrolling 200 or more pupils shall have a principal who spends at least five clock hours each day in administrative and supervisory responsibilities. Schools enrolling fewer than 200 pupils shall have a principal who spends at least three clock hours each day in administrative and supervisory responsibilities. Each elementary school shall have the services of a principal who holds an administrative certificate valid on the level which he serves. In schools employing 13 or more teachers, the principal shall devote at least 80% of his time to the administration and supervision of the school he serves. If the school employs 6 to 12 teachers, he must devote 50% of his time to this purpose, and if the school employs fewer than 6 teachers (excluding the principal), *some* time must be devoted to administration and supervision. (KAR 91-2-2, 91-3-2, 91-4-3.)

Shawnee Mission (USD 512), with an enrollment of about 43,700, employed 257.2 FTE administrators, the largest number employed by any district in the state. The ratio of pupils to administrators was 169.8 to 1. Among the larger school districts, in terms of enrollment, the employment of administrative personnel was as follows:

TABLE III—Ratio of Pupils Per Administrator in Five Selected School Districts*

(1969-70 School Year)

School District	Enrollment	Total No. of Administrators	Number of Pupils Per Administrator
Wichita (USD 259)	63,492	205.2	309.4
Shawnee Mission (USD 512)	43,667	257.2	169.8
Kansas City (USD 500)	33,282	82.5	403.4
Topeka (USD 501)	23,635	88.8	266.2
Salina (USD 305)	10,217	31.0	329.6

Source: Superintendent's organization reports 1969-70 school year, State Department of Education.

Opinions of Witnesses. School administrators who testified before the Committee were in general agreement that if there is a problem as to the numbers of administrators of school districts, it is that there are too few. In some instances though, school unification has resulted in the retention of administrators who might not otherwise be employed.

Administrators from the schools with smaller enrollments indicated that in some instances more administrators than are actually needed are required in order to comply with state accreditation regulations. In addition, the continued operation of some small attendance centers contributes to the need for more administrative personnel.

While representatives of the Kansas-NEA confirmed the Committee's opinion that no set formula can be applied for establishing an optimum ratio of pupils or teachers to administrators, they reported that some authorities in the field of education have indicated that from 5% to 15% of the certified staff of a school district should be administrators. It is the position of the Kansas-NEA that there are not enough school administrators in Kansas to serve the needs of all of the schools at the present time. (No evidence was submitted to substantiate this position.) The administrator-pupil ratio in Kansas is not out of proportion when compared with other states, according to that group.

In summary form, the following are the reasons advanced by

* Data for each district is not comparable in all cases. The wide variations among these five districts suggests the possibility that the reporting districts did not always report uniformly.

Kansas-NEA for the occurrence of a high ratio of administrators in selected areas:

(1) *Small enrollments in many attendance centers within unified districts.* This results in inefficiency since, up to a point, the same number of administrators are required for small enrollments.

(2) *State Department of Education regulations which set out the qualifications for administrators as well as those which establish requirements as to the number of administrators that must be assigned.* Most persons in the education field feel that these requirements are necessary.

(3) *Requests that administrators be added because of excessive burdens being carried by administrative personnel in particular attendance centers and in particular school districts.* These requests have sometimes come from the administrative groups within the system. New programs have been introduced which would not function effectively if the responsibility for these programs were thrust upon administrators who are already overburdened.

(4) *Increases in school enrollments in urban areas.* The student population in urban areas in Kansas in recent years has continued to increase, especially at the secondary level. This increase in student population has caused boards of education to increase the number of supportive staff in the attendance centers—this includes the addition of administrators.

Survey of School Board Presidents. The Committee is concerned about the public awareness relative to the number of administrative personnel employed in the school districts. In order to communicate this concern statewide, the Committee directed the Research Department to conduct a questionnaire survey of the attitudes of school boards of the unified district boards of education. Most of the findings are incorporated in Appendix II of this report. The survey was conducted during the months of September and October. The response totaled 54%, with several of the larger districts in the state failing to respond. The relatively poor response of the school district boards, particularly the larger districts, would appear to represent a flagrant disregard for cooperating with the Committee to provide pertinent information vital to its fact-finding effort. This poor response will affect the reliability of the following data.

Responses were solicited relating to two broad categories of administrators—those identified as "general" administrators who have broad supervisory responsibilities (*i. e.*, line administrators) and "auxiliary" administrators who normally perform staff service functions. Replies generally represented a good cross section of

the school districts in terms of size and geography, except that only one of the boards of the five largest districts in the state replied (Wichita USD 259).

As might be expected, only a small fraction of the boards reported that *they* believe there are too many administrators in their districts—11.2%. Support for this position came disproportionately from the school districts with enrollments of less than 1,000. Few board presidents noted any consensus on their boards that there are too few administrators—3.0%.

Concerning the present administrator/faculty ratio, school board presidents noted that the current number of administrators is necessary to (*a*) perform adequately the present level of administrative duties—39%,* (*b*) meet state requirements—21%, (*c*) improve instruction—15%, and (*d*) maintain parent and community relations—14%. The latter factor was especially significant in districts with a student population of from 500 to 1,000.

The school board presidents seemed to be of the general opinion that the present State Board of Education standards for "general" administrators are reasonable as far as their districts are concerned—89%. However, 96% regarded as unnecessary the present practice of fixing the mandatory time that administrators must spend performing their duties. They also felt that the certification standards which have been adopted by the State Board of Education are reasonable—91%.

Opinions were more evenly divided on the possible effectiveness of district-wide accreditation standards for administration based on a district administrator/faculty (or student) ratio in place of the present system.** Thirty-six percent of the respondents were favorably inclined toward such a change.

The school board presidents also were asked to evaluate the results of unification insofar as it affected the number of administrators required by the district. A total of 39% of the respondents said that the number of "general" administrators in the district had increased since unification, 37% reported that the number had remained unchanged, and 23% said that the number of administrators had been reduced since unification.†

Administrative Personnel-Accreditation Requirements. At the request of the Committee, the State Department of Education provided information showing the number of FTE administrators who

* Percentages represent percent of aggregate total responses.

** *Op. cit.*, p. 14.

† A direct causal relationship between the act of unification and the subsequent number of administrative personnel cannot be inferred from the response to this question.

were employed during the 1969-70 school year, as compared with the minimum number required in order to meet state accreditation requirements. In total, a minimum of 1,126.0 FTE administrators were required; 2,135.8 were reported to be employed as administrators. The number of FTE administrators ranged from 0.6 in Dexter (USD 471) to 257.2 in Shawnee Mission (USD 512). The number of administrators required in order to meet accreditation standards ranged from 1.1 in several districts to 84.5 in Wichita (USD 259). Seven districts employed fewer FTE administrators than were required to meet accreditation standards. The largest of these was Chetopa (USD 505) with an enrollment of 427.5. Most of the districts employed more FTE administrators than were necessary in order to meet the state minimum standards, and this became increasingly the case as the enrollment of the school district increased.

While there is little doubt that state standards have the effect of forcing some districts to employ administrators that might not otherwise be required, the data show that most districts reported employing more administrators than are required to meet minimum state accreditation standards.

Despite the incomplete response to the Committee's survey and the apparent satisfaction with present conditions at the local level, the establishment of a meaningful level of accountability requires that the local school boards must be permitted to determine their own needs as far as administrative personnel are concerned.

From the data presented, it is the clear impression of the Committee that there are too many administrators at the present time in some of the school districts. Witnesses who appeared before the Committee did not present a convincing, documented case for the purported need for more administrators. Regardless of the adequacy of the present number of administrators, the Committee believes that it is the responsibility of the local school boards to make this determination in their own districts. Making this type of judgment is no easy task, since data which can be used for this purpose is so sparse. The present school district budgeting procedures are of little help as they do not adequately reveal the role of the administrative function in the school district operation.

Recommendation. **The Committee recommends that accreditation standards of the State Board of Education and the North Central Association of Colleges and Secondary Schools be changed so that local school districts will have wide latitude in judging their own needs as to the optimum number and type of administrative personnel.**

Chapter II

TEACHER ASSIGNMENTS— USE OF TEACHER AIDES

The charge to the Committee clearly suggests that the time of the teacher is not being utilized efficiently in terms of professional services rendered. In addition to needed changes in the teacher education programs and certification requirements (discussed in another chapter of this report), the Committee believes that the effectiveness of the teacher, in many instances, can be increased by assistance in the classroom of teacher aides directly involved in the educational process.

Use of Teacher Aides Nationwide. Findings of nationwide surveys concerning the use of teacher aides indicate that their services are acquired under a variety of conditions. Some are paid; some serve as volunteers. Some work full-time, and others work only a few hours each week. They perform a variety of duties, though secretarial assistance is the most common. A 1969 survey conducted by the National Education Association* indicated that included among the types of duties performed by teacher aides were services such as secretarial, lunch room, paper grading, playground supervision, instructional resources preparation, bus duty, etc.

About one-fourth of the classroom teachers had some aide services.** Aides usually are employed to assist the school in non-instructional areas. When teacher aides are added to the school program, their services often are shared by two or more teachers. The percentage of aides assigned to *individual* teachers has decreased since the 1966-67 period by about 2%. Teacher aides were more frequently found in elementary schools than in secondary schools, a situation which might be due in part to the larger enrollments at the elementary level. In 1969, twice as many teachers in the elementary schools as in the secondary schools reported having the assistance of aides.

The size of the school system and the type of community (urban, suburban or rural) apparently had little effect on whether teacher aides were employed. However, more large school systems (25,000

* NEA Research Bulletin (March, 1970), Vol. 48, No. 1.
** *Ibid.* This represented an increase of one-third over the 1966-67 school year.

or more enrollment) and more schools in urban areas reported the assignment of aides to *individual* teachers.

In general, national survey findings indicate that a large majority of teachers would like to have teacher aides. They felt, however, that the duties of teacher aides should be limited to non-instructional work. Teachers did believe that aides should not be employed for the sole purpose of allowing for increased class size. They generally believed that teacher aide programs should be relegated to a lower priority than improvement of professional salaries.

Teacher Aides in Kansas. A survey conducted by the Kansas-NEA during the 1967-68 school year identified 86 school districts which employed a total of 341 aides. The distribution of these aides at the various levels was as follows: elementary school, 289; junior high school, 26; and high school, 26. Virtually all of the aides were working in service areas such as providing office clerical help; classroom clerical or custodial help; playground, hall or lunchroom supervision; instructional curricular assistance; and serving as material and equipment technicians.

Concerning educational qualifications of teacher aides, it was found that school districts most commonly were searching for persons with at least two years of college education and perhaps a college degree. However, a substantial number of the districts employed persons who had completed only high school. Reimbursement to teacher aides was largely on the basis of an hourly wage. According to that survey, about 50% of aides' salaries was paid from federal funds. Nearly 90% of the school districts reported satisfaction with the use of aides in the school; most districts expected to continue to employ aides in future years.

1970 Survey. To determine the extent to which Kansas school districts currently are using teacher aides, during September, 1970, a questionnaire survey was conducted of those school districts which reported to the State Department of Education that they had employed teacher aides during the 1969-70 school year. A total of 95 districts reported that they had employed teacher aides, but only 52 employed more than one full-time equivalent aide (FTE) during that year.

Replies were received from 90 of the 95 districts, representing a 94.7% response to the survey.* For tables illustrating the survey findings, see Appendix III.

Relationship to District Enrollments. An identifiable relationship exists between the size of the school district in terms of enrollment

* One of these districts reported to the Research Department that it had employed no teacher aides during the 1969-70 school year.

and the propensity to employ teacher aides. Also, the larger school districts tended to employ more teacher aides than did the smaller districts. The latter point is illustrated by observing that 51% of the FTE aides employed during the 1969-70 school year were in the four reporting districts, Salina (USD 305), Kansas City (USD 500), Shawnee Mission (USD 512) and Wichita (USD 259), which had enrollments of more than 10,000.

Purposes of Employing Teacher Aides. The school districts indicated two primary objectives in employing teacher aides: (*a*) to reduce the clerical load of teachers, and (*b*) to reduce the amount of non-classroom supervisory duties of teachers.

Other responses included the explanation that the purpose was to help students overcome communication problems due to language barriers. In most instances this meant employing a person fluent in both Spanish and English to assist elementary school students. Other school districts employed aides to assist educationally handicapped students. Mentioned specifically was the employment of aides to assist students in overcoming reading difficulties. School districts also employed aides to provide library help.

Aide Assignments. Most of the aides employed in the school districts serve at the elementary level.* Of the 411.1 FTE aides identified in the survey, 344.2 (84%) served in the elementary grades. About 10% of the aides were assigned to high schools and 6% to junior high schools. Only two districts reported providing teacher aides in the junior high or high school while providing none in the elementary grades. By contrast, a great many districts assigned aides only at the elementary level.

While many aides were assigned to a particular building or were assigned subject to the supervision of a specific administrator or teacher, a few districts reported specifically that teacher aide assignments were to assist with special education programs, to help Spanish-speaking students and to give assistance to teachers who had a work overload.

Qualifications for Employment. An effort was made to establish a ranking of the qualifications being used by school districts in employing teacher aides. Apparently, the most commonly sought persons for aide positions are housewives with approximately the same socio-economic backgrounds as students. (This appears to be contrary to the findings of the survey conducted during the 1967-68 school year.) Also, many districts reported a high school education to be the minimum educational requirement for aides. Among the

* One reason for this relates to the availability of PL 89-10, Title I funds to help the educationally handicapped.

alternatives presented on the questionnaire, mature high school students was the lowest priority listed for the selection of aides. A number of districts indicated a first priority was to select someone with two years or more of college preparation; however, it was noted that persons with these qualifications were not always available. A number of districts reported a preference in the selection of persons who are bi-lingual in Spanish and English, who relate well to the students, or who have the necessary qualifications for the specific purpose to be served.

Effect on Professional Salaries. Some 68 school districts reported that the employment of teacher aides resulted in no identifiable savings in expenditures for professional salaries, while 17 reported that some savings did result.* Generally, the estimates of savings were based on a teacher's salary or some portion thereof. Most of the districts reporting savings had enrollments of less than 1,000 pupils. Turner (USD 202), which had an enrollment for the 1969-70 school year of 5,391, was the largest district to report identifiable savings—totaling $20,000, about one-fourth of all savings reported.

Compensation of aides. The compensation of aides in virtually all instances was less than $2.00 per hour. Statewide, a total of $935,452 was reported paid in salaries to teacher aides in 1969-70. The average annual salary per FTE aide was about $2,275. Kansas City ($67,916.40), Shawnee Mission ($141,539.89), and Wichita ($277,602.91) reported the largest expenditures for aides' salaries—52% of the total.

Number of Years Aides Have Been Employed. Most school districts reported that the teacher aide programs have been in operation three years or less. The longest period of operation of an aide program was ten years in Altamont (USD 506). Nineteen districts reported that teacher aide programs have been operating one year, 23 reported two years, 19—three years, ten—four years, 13—five years, one—six years, one—seven years and one—ten years.

Federal Funding of Programs. Forty-five districts reported that no federal funds were involved in their aide programs, while 42 districts stated that some federal funding was involved. The PL 89-10, Title I program is the primary source of federal funds for aide programs. Thirty-four districts indicated some Title I funds were available to them; 25 reported that 100% of their funding was from this source.

Generally, the school-districts reported enthusiasm concerning

* The total of the various amounts reported to have been saved amounted to about $82,000.

their aide programs and indicated a desire to continue them. No district reported dissatisfaction with its program.

Summary Comments. The potential value of teacher aides has been recognized in Kansas for several years. The State Department of Education has published materials listing the various duties that teacher aides might legally perform in the schools. It appears to be the case in Kansas, as has been the experience nationwide, that in recent years there has been a considerable expansion of teacher aide programs. This has been due in no small measure to the availability of the PL 89-10, Title I funds for assistance to the educationally handicapped. As noted previously, this program totally funded about one-third of the aide programs in Kansas during the 1969-70 school year.

Clerical and routine administrative duties clearly could be reduced by employment of more clerical or secretarial assistance. This, of course, would result in increased costs to the school district—costs for which there would be no compensating state aid. It has been demonstrated under the state foundation aid plan that it sometimes costs a school district less in terms of local tax dollars to hire an additional certificated employee than to employ a full-time teacher aide. Since the "criteria of quality" (CQ) feature of the state foundation aid law takes into account the number of certificated employees and their experience and training as a factor in determining a schol district's share of state financial aid, a school district generally receives increased state aid as a result of hiring an additional certificated employee as contrasted with a non-certified person.* Within limits, the foundation aid formula has the effect of encouraging the hiring of additional certificated personnel instead of teacher aides. Possibly the work overload could, in some instances, be relieved just as satisfactorily by employment of non-certificated persons.

Recommendation. **The Committee recommends that the number of certificated employees and their training and experience no longer be used as a factor in determining the distribution of state foundation aid. If this change is not made, the formula for distribution of state funds to local school districts should give some recognition to districts which employ teacher aides who participate directly in the education process.**

One way in which it might be possible to make more efficient use of the teacher's time and improve the effectiveness with which learning occurs in the classroom setting would be through the use of teacher aides directly involved in the educational process.

* The school district also would receive a larger percentage of the distribution of the county foundation fund.

Proper use of such persons, in some instances, could have the laudable effect of slightly reducing school costs or at least reducing the rate of acceleration of these costs.

Recommendation. **The Committee recommends that the State Board of Education take into account the employment and use of teacher aides in fixing its regulations relative to maximum class size.**

It has been in relatively recent years that school staffs have experienced the addition of the type of personnel that are referred to, synonymously at times, as *teacher aides, auxiliary personnel* and *paraprofessionals.*

In 1969, the Legislature authorized a larger role for teacher aides when it passed legislation (K. S. A. 1970 Supp. 72-1106) specifically allowing boards of education to employ non-certificated personnel to *supervise* pupils in non-instructional activities. Previous to the passage of this act, aides could perform neither supervisory nor instructional services.

As in Kansas, other states are involved in assessing the potential which teacher aides might offer for improvement of programs. In 1970, eight states (Delaware, Illinois, Iowa, Michigan, New Jersey, New Mexico, Vermont and Wisconsin) were reported to have adopted some form of licensure procedure for subprofessionals, paraprofessionals or teacher aides.* Delaware issues permits to teacher aides; this also applies to teacher assistants.** Illinois has set a minimum requirement of 30 semester hours of training for teacher aides but does not issue a license. Iowa licenses teacher associates. Michigan originally licensed teacher aides in the Base City Experiment beginning in 1953. Presently though, if aides are employed in a non-instructional capacity, licensure is not required.

Many states have noted that the regulation of subprofessionals is a problem of growing concern and is under study in many areas. In New Jersey, for example, the State Board of Education specifies in its regulations that school districts employing aides must submit to the county superintendent, for approval, job descriptions for each type of aide to be employed, including types of proficiency needed, qualifications, duties, and arrangements for supervision. Several other states have adopted detailed regulations concerning the duties teacher aides are permitted to perform. A few junior colleges have programs designed for the preparation of paraprofessionals.

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* *A Manual on Certification Requirements for School Personnel in the United States* (1970). T. M. Stinnett.

** The local districts must provide job descriptions and plans for pre-service and in-service training.

At this juncture, the proper role for teacher aides, as it relates to improved educational opportunities for the youth of our state, is not clear. What is clear is that aides can be utilized more extensively in the classroom in positions which are directly involved in the education process. Services other than minor clerical and administrative duties can be provided by such persons. Indications are that schools generally are most reluctant to make major advancements in this area. While the Committee is wary of stifling the future potential of teacher aides by traditional over-regulation, the amount of training that should be required for such persons, and the degree to which state regulation or supervision of aides is desirable, need further exploration before a coherent policy can be developed in this area.

Recommendation. **The Committee recommends that the 1971 Legislature authorize a broad-based, intensive study of the use of clerical personnel and teacher aides directly involved in the educational process in the public school districts of Kansas with the goal of determining whether encouragement and regulation of these resources might result in improved use of school funds and quality of education.**

Chapter III

IMPROVEMENT OF BUDGETING PRACTICES

The Committee held a number of hearings which were devoted to a discussion of how budgeting could be improved in Kansas school districts. Two members of the Committee attended a special program in planning, programming, and budgeting systems (PPBS) at Manhattan in October. The Committee considers this one of the most important areas of its study of efficiency in the operation of school districts in the State of Kansas.

Consideration concerning improved budgeting for local school districts in Kansas should take cognizance of the way in which the budget document (Budget Form 4) is related to other reports required by the State Department of Education. The annual report (Form 16-18E) requires the assignment of employees of the districts to various occupational classifications which are related to the budget. Another part of the same form requests expenditure information for a number of school activities. Additional information is requested by the State Department of Education annually on Form SO66 and related documents.

All of these forms envision the use of standard accounting and reporting terminology. The U. S. Department of Health, Education and Welfare (HEW) has established a recommended system of standard receipts and expenditures accounts (*Financial Accounting for State and Local School Systems,* State Educational Records and Reports Series: Handbook II, 1957). The Committee has learned that the HEW accounting guide, which has been in use since 1957, is now in the process of being revised. To be most effective, a revision of the Kansas budget form and other major reports required of the school districts must be predicated upon the terminology recommended in this widely-used guide for financial accounting. The Committee has made recommendations and suggestions which are in keeping with the draft copy of the revision of the manual. Despite the number and volume of reports which local school districts supply to the Department of Education, the Committee was impressed with the fact that such reports do not lend themselves to even a most elementary cost analysis of the operation of local school districts. The present budget form is more of an account-

ant's and auditor's document than a tool for making policy decisions on a sound financial basis. Indeed, the Committee has been told that in a number of school districts the need for increased budgetary controls has led administrators to develop and use more detailed "administrative budgets" to supplement the required legal budget.

The present budget form, or one similar to it, has been in use approximately 30 years. The need for a continuation of the basic fund structure with which the school districts are accustomed is recognized, yet there are indications that expenditures recorded on the present form are not uniformly classified. For example, an assistant superintendent's salary might be shown according to the portion of his time he spends in curriculum and in transportation activities, or his salary might be shown where it is thought to "look best" in the budget. The present budget form provides for information basically on a fund accounting basis with limited attention to functions and objectives.

Most current thinking in the field of public budgeting emphasizes planning, programming, and budgeting as a total system for policy-making and control. This thinking has become identified in the professional literature as *planning, programming, and budgeting systems.*

PPBS may be viewed as a refinement and an outgrowth of what previously was identified as "performance budgeting." Much of this thinking sees the budget process as taking place only after there has been careful attention to development of programs and plans. This thinking emphasizes that an effective cost analysis of the operations of governmental programs, including schools, cannot be made until there is an identification of the goals and objectives. For the objectives to be implemented, it is necessary for them to be thought of as discrete, identifiable programs.

When a school board sees its operations as separate programs, it can then ask and expect to receive information on the success or failure of these programs and their costs. With information as to effectiveness and cost of programs it can make better decisions on which programs to expand and which programs to cut. Assigning priorities to programs is always desirable, but is especially needed when there are tight budget limits on the total expenditures allowed.

There is no clear consensus in educational circles as to how the activities or programs of a school district can be categorized or classified most effectively. There are a number of ways of viewing programs. There is probably no one uniformly best way of defining

a "program." Testimony presented described at least five different ways in which program information in a budget could be presented.

An individual school district could appropriately be encouraged to develop a system of program analysis which would be most useful to it in assigning its priorities and making its hard financial decisions. After thoughtful consideration of the various alternatives, the Committee concluded that school districts should collect (and project) expenditure information by function (or services) and by attendance centers.

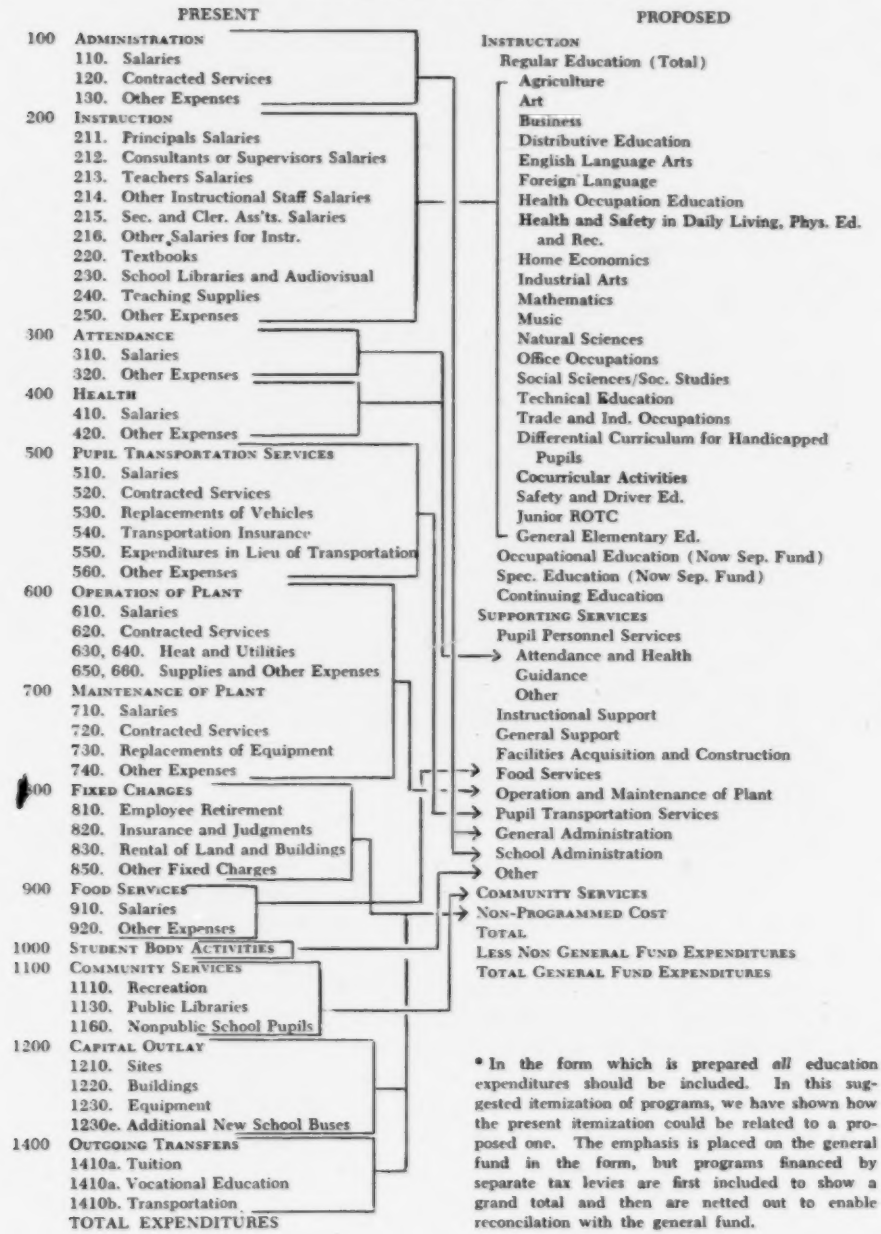
Program Budgeting by Services. The Committee noted the classification of expenditures that is presently used in Budget Form 4. The general fund classification on the budget form is divided into major categories. The draft of the new HEW finance accounting guide proposes to establish somewhat different classifications.

To develop meaningful information, it is desirable to have further breakdowns than those found on present forms. For example, the salaries of counselors are reported under "Salaries of Other Instructional Staff." With the proposed new classification, such salaries would be allocated to "Guidance" as a part of "Pupil Personnel Services" under the heading of "Supporting Services." The draft copy of the revision of the *Financial Accounting for State and Local School Systems* has an extensive itemization of activities under services. In the accompanying illustrative Form A, the present budget form items now used in Kansas are listed in the left-hand column. In the right-hand column there is shown a possible abbreviated list of the activities described in the accounting guide. It would be possible to have more detailed or less detailed items as desired. The Committee suggests the present listing in order to show some of the possibilities. Clearly the Committee considers this type of information more important for most policy decisions than the traditional object accounting breakdown used in the present form.

The Committee is firmly of the opinion that the State of Kansas should move as quickly as possible toward the adoption for school districts of planning, programming, budgeting systems. To do this, it is necessary that the present budget form and process be substantially revised in order to interject greater accountability in the allocation of funds. The Committee was impressed with the need for cost accounting of the various programs in education. Better information of this type is needed by the legislature and by the State Department of Education, but the Committee feels that it will be the local school boards which will profit most from the

ILLUSTRATIVE FORM A

Comparison of Present Budget Itemization of Schools General Operating Budget and Proposed Form*



* In the form which is prepared *all* education expenditures should be included. In this suggested itemization of programs, we have shown how the present itemization could be related to a proposed one. The emphasis is placed on the general fund in the form, but programs financed by separate tax levies are first included to show a grand total and then are netted out to enable reconcilation with the general fund.

information to be acquired through the type of budgeting the Committee recommends. The Committee regards this as an important step in strengthening local school boards in their management of their own affairs.

There is already some interest in this type of endeavor as illustrated by the two-day seminar on PPBS held in October, 1970, by the Kansas Association of School Business Officials (KASBO). The Committee commends KASBO for its activity in sponsoring this program and urges it to continue and enlarge upon its efforts in this field. The Committee is convinced that improving budgeting will be realized sooner in Kansas through this kind of cooperative and voluntary effort than through state law or regulation, although the regulations and prescribed forms must be changed at the proper time to facilitate and abet the desired changes.

Budgeting by Attendance Centers. The Committee does not consider it sufficient to have the information only on programs (services). School districts should develop cost information of the operation of each attendance center (school) as well. Much as a business corporation would keep accounts on how much it costs to operate its various plants, so school districts are urged to keep records and know what it costs to operate each separate school facility.

The Committee does not consider that it can or should try to devise the form for such a budget. Nor does the Committee regard this as a matter to be decided by the legislature. The law, K. S. A. 79-2926, assigns to the State Department of Post Audit the responsibility of prescribing the budget forms for all municipalities, including school districts. In order to introduce concepts of planning and programming into the budget form, it is desirable, in the opinion of the Committee, that the state-required budget form be redesigned to include items which are of more interest to school board members and the general public. In the revision of the form, the Committee is convinced there is need for consideration of the views of representatives of school boards, school business officers, the State Department of Education, and legislators.

Recommendation. **The Committee recommends that the 1971 Legislature cause a committee to be appointed, charged with the responsibility of advising the State Department of Post Audit in the preparation at the earliest practicable time of a budget form to implement the concepts of planning, programming, and budgeting as incorporated in this report.**

An appropriately constituted committee can meet with qualified technicians and advise in the development of the necessary forms,

procedures, and detailed plans for the implementation of this recommendation. Attention will have to be given to establishing the necessary system of accounts. To make an orderly transition to the new system, the budget for the first year should be prepared just as it has been, but the budgeted amounts should be distributed and shown on the newly designed form. Illustrative Form B has been prepared to explain what the Committee considers desirable. This form suggests how budgeted expenditures could be shown by

ILLUSTRATIVE FORM B

Possible Budget Form 1971-1972*

	Attendance centers				
	Elementary School A	Elementary School B	Junior High	Senior High	Total
	1971-1972	1971-1972	1971-1972	1971-1972	
INSTRUCTION					
Regular Education (Total)					
Agriculture					
Art					
Business					
Distributive Education					
English Language Arts					
Foreign Language					
Health Occupation Education					
Health and Safety in Daily Living, Physical Education and Recreation					
Home Economics					
Industrial Arts					
Mathematics					
Music					
Natural Sciences					
Office Occupations					
Social Sciences					
Social Studies					
Technical Education					
Trade and Industrial Occupations					
Differential Curriculum for Handicapped Pupils					
Cocurricular					
Safety and Driver Education					
Junior ROTC					
General Elementary Education					
Occupational Education					
Special Education					
Continuing Education					
SUPPORTING SERVICES					
Pupil Personnel Services					
Attendance and Health					
Guidance					
Other					
Instructional Support					
General Support					
Facilities Acquisition and Construction					
Food Services					
Operation and Maintenance of Plant					
Pupil Transportation Services					
General Administration					
School Administration					
Other					
COMMUNITY SERVICES					
NON-PROGRAMMED COST					
TOTAL					
LESS NON GENERAL FUND EXPENDITURES					
TOTAL GENERAL FUND EXPENDITURES					

* The general fund as well as other funds would be included, but in order to reconcile the expenditures with the fund structure for raising revenues, the appropriate expenditures from funds other than the general fund are first included and then are netted out.

program and by attendance center. It is expected that such a form would be used only the first year. In later years, other columns would be added as shown in Illustrative Form C, and the use of the old budget form, discontinued.

With 311 school districts responsible for spending a third of a billion dollars annually, it is thoroughly expected that it will take time and effort to implement these changes. The Committee is fully aware of some of the objections that may be raised to these recommendations. New and more detailed accounts will have to be

ILLUSTRATIVE FORM C

Possible Budget Form, 1972-1973*

	Attendance centers							
	Elementary School A			Junior High				Total
	1971-1972	1972-1973		1971-1972	1972-1973			
INSTRUCTION								
Regular Education (Total)								
Agriculture								
Art								
Business								
Distributive Education								
English Language Arts								
Foreign Language								
Health Occupation Education								
Health and Safety in Daily Living, Phys. Ed. and Rec								
Home Economics								
Industrial Arts								
Mathematics								
Music								
Natural Sciences								
Office Occupations								
Social Sciences/Social Studies								
Technical Education								
Trade and Ind. Occupations								
Differential Curriculum for Handicapped Pupils								
Cocurricular Activities								
Safety and Driver Education								
Junior ROTC								
General Elementary Education								
Occupational Education								
Special Education								
Continuing Education								
SUPPORTING SERVICES								
Pupil Personnel Services								
Attendance and Health								
Guidance								
Other								
Instructional Support								
General Support								
Facilities Acquisition and Construction								
Food Services								
Operation and Maintenance of Plant								
Pupil Transportation Services								
General Administration								
School Administration								
Other								
COMMUNITY SERVICES								
NON-PROGRAMMED COST								
TOTAL								
LESS NON GENERAL FUND EXPENDITURES								
TOTAL GENERAL FUND EXPENDITURES								

In 1972 the form would show the previous year's actual expenditures and those proposed for 1972-73. If it is desired to continue the present timing and practices of school budgeting, in 1973 and in subsequent years, the form could show the items budgeted in the two previous years and those proposed for the next (and in part current) year.

* The general fund as well as other funds would be included but in order to reconcile the expenditures with the fund structure for raising revenues the appropriate expenditures from funds other than the general fund are first included and then are netted out.

established and maintained to implement these recommendations. There will need to be training programs to explain the new forms and procedures to the business officers of school districts, professional administrators, and school board members. Despite the time, money, and effort which are called for in these recommendations, the Committee regards this effort as an essential first step toward a meaningful level of accountability in school district expenditures.

The Committee heard testimony as to how comprehensive information systems could be established involving regional computer centers which would feed information into the state, thus making it available and usable within the districts. While there is much merit in the theoretical possibilities of such a system, its cost and the length of time necessary to develop it are major considerations. The Committee does not now endorse such proposals. Rather, it urges that steps be taken to stimulate and encourage development of the type of program costs and analysis of attendance center costs suggested above. The Committee proposes that every effort be made to design a form and system which is sufficiently simple so that a district is not required to make use of automatic data processing for these operations alone. If the district now uses such equipment, it will doubtless want to use it for these purposes too. The Committee considers it quite possible to get much of the information it is suggesting *without* necessarily increasing the expense of automatic data processing.*

Moreover, it should be noted that when the new HEW financial accounting guide is adopted, it will be necessary to change the prescribed Kansas form. The form the Committee is suggesting fits into this general guide.

Authority to Close Attendance Centers. Throughout its deliberations, the Committee was mindful of the desirability of increasing the authority of the local school boards.

In analyzing the wide differences in the cost of operating school districts, the Committee noted that in many instances the number of separate attendance centers which the district operated influenced the cost per pupil. For school boards to be able to control effectively expenditures in their own districts they must be aware of the

* The Committee heard reports of the Midwestern States Educational Information Project. This was an ambitious, broad project of which the collection and use of information for financial purposes was only a part. A report on the results of a statewide survey on the uses made by school districts of computers was made to the Committee. The need to enlarge or revise the organization of the Kansas Department of Education to enable it to collect and evaluate the reports from the local school districts was the subject of a special report made by the Department to the Committee. Three alternatives were presented to the Committee for implementing an information system. The alternative recommended to the Committee by consultants employed by the Department of Education called for staging the implementation of the information system with first attention being given to the State Department of Education and getting it prepared to handle the reports from the 311 school districts.

costs of attendance centers and be able to control the number of them.

In its recommendation concerning budgeting by programs and by attendance centers, the Committee feels that it has developed ways to give more effective control to school boards over their own local affairs. But for school boards to be held accountable fairly for the effective operation of their schools, they should be allowed to manage their own affairs, including deciding what attendance centers to operate.

As long as the responsibility for continuing such attendance centers rests with the resident electors of the areas where the attendance centers are located, the school board can hardly be held accountable for the decision to maintain such centers. Without expressing itself on the desirability of closing any types or groups of attendance centers, the Committee endorses the concept that the locally elected school board members should have the authority and responsibility for the decision of continuing or closing any marginal attendance centers.

Recommendation. **The Committee recommends that the legislature repeal K. S. A. 1970 Supp. 72-8213, which, in some cases requires a vote of resident electors of an attendance center before it may be closed.**

In the judgment of the Committee, it is at the local level that these decisions can best be made. Since school board members are elected, the voters will be able to influence a decision of the school board through normal election machinery. To implement this recommendation, the Committee has prepared a draft of a bill which forms Appendix VI (A) of this report.

Chapter IV

SCHOOL TRANSPORTATION

The Committee conducted hearings concerning possible areas in which changes might be needed to improve school transportation systems and reduce costs. The State Department of Education reported on the various types of transportation systems which are in operation in the Kansas school districts. Witnesses from school districts which use a variety of types of transportation systems appeared before the Committee, described their programs, and discussed possible changes which might be desirable.

Transportation Systems in Kansas. Kansas law (K. S. A. 1970 Supp. 72-8301) permits any school district board of education to purchase, operate and maintain buses; to contract, lease or hire buses for transportation of pupils; and to reimburse persons who furnish transportation to students or school personnel in privately-owned vehicles.

It has been found that at least seven different methods or combinations of methods of transporting students to and from school are being used. Variables such as student population density, types of service provided, road conditions, types of buses, percent of bus capacity being used, maintenance practices, and purchasing practices, make it difficult, if not undesirable, to establish uniform transportation practices on a statewide basis.

The transportation consultant for the State Department of Education reported that, nationwide, contract services seem more satisfactory in urban areas, while district-owned services seem to be preferable in rural districts. This pattern is observable in Kansas.

Cost data and information concerning transportation programs in effect in Kansas were prepared by the State Department of Education at the request of the Committee.*

Mandatory Transportation of Students. School districts are authorized to provide or furnish transportation to and from the schools in the district to all of their students. However, the district *must* furnish transportation for all students who reside more than two and one-half miles, by the usually traveled road, from the school building they attend if the student resides outside of the corporate limits of the city where the school building is located. In practice, this statute has been interpreted as requiring the transportation of students who live outside the corporate limits of the city where the school they attend is located and more than two and one-half miles

* See Appendix IV.

therefrom. Also, transportation has been required for students who live more than two and one-half miles from a school not located in the corporate limits of a city, though the statute does not clearly state it in these terms. The Committee is of the opinion that the intent of the statute is to make mandatory the transportation of students attending a school which is outside of the city limits if they live more than two and one-half miles away from the school house. As noted, administratively this is the interpretation that has been applied.

Recommendation. **The Committee recommends an amendment to K. S. A. 1970 Supp. 72-8302 to clarify the application of the present statute. [Appendix VI (B).] If this amendment is approved, it would be mandatory for a school district to transport any student who lives more than two and one-half miles from the school house he attends, except if he lives within the corporate limits of the city in which the school he attends is located.**

Witnesses from urban and suburban constituencies have tended to favor reducing the two and one-half mile limit as long as state aid for transportation is changed correspondingly. To the extent that such a change would result in a reduction of transportation aid* to the predominately rural districts, witnesses from such districts opposed it.

At this time, there appears to be no persuasive rationale for making changes in this requirement. In the event that public school pupils are transported more than two and one-half miles either at the election of the school district or as mandated by law, the districts qualify for a share of the distribution of state funds through the transportation aid formula of the School Foundation Act.**

Mileage. School districts are permitted to contract for the transportation of students at a rate of not to exceed 9¢ per mile for each mile actually traveled for not more than two round trips per day. School districts can, and do, pay amounts less than the maximum allowable for transportation reimbursement. In cases where more than one student is transported in the same vehicle, mileage can be paid for only one student. It has been reported to the Committee that strict enforcement of this provision in order to prevent duplication of reimbursement is very difficult. However, this does not seem to be causing major problems, and the Committee does not recommend any changes in this area at the present time.

* Transportation aid is limited by law to a total of $6 million annually.

** The state transportation allowance is for public school pupils who reside in the district more than two and one-half miles from the school and who are transported at district expense. The allowance per pupil is 70% of a formula of per pupil cost based on cost-density factors or 70% of actual cost, whichever is lower. The minimum allowance is $32 per pupil or actual transportation cost per pupil, whichever is less. Because state transportation aid is limited by law to $6 million, in 1969-70 it was necessary to prorate this aid at 90% of the amount required to fund the formula.

Transportation of Certain Nonpublic School Students. Whenever a school district provides transportation in *district-owned* school buses for pupils attending public schools, it must also provide transportation to students attending private or parochial schools in certain instances. That is, if the private or parochial school is approved by the State Board of Education and if the students reside on or along the highway or street constituting the regular route of the public school bus (or conveyance owned by the school district), or if they gather at some place on the regular route nearest or most easily accessible to their homes or such schools, then transportation must be provided.

The transportation of these students is taken into account in computing the costs of student transportation and the index of density for purposes of the School Foundation Act, but state aid is not paid for their transportation.

The Committee recognizes the questionable constitutionality of such transportation practices. The courts are being presented with numerous questions relating to public aid to nonpublic schools and may be expected to provide further clarification of this issue.

In Committee hearings, conferees did not indicate that the transportation of private or parochial school students had created any particular problems in their districts. They did indicate, however, that as long as they are required by law to transport such students, they should receive state transportation reimbursement for doing so.

Recommendation. **The Committee recommends that the statutory provision K. S. A. 1970 Supp. 72-8306 requiring mandatory bussing of certain private and parochial school students be deleted. School districts should be permitted to elect to transport such students, and, as now, should not receive state aid for so doing. Further, the law should be broadened to apply uniformly to districts which transport students with leased buses or by some type of contractual bussing arrangement.**

The Committee herewith submits a bill [Appendix VI (C)] for consideration by the 1971 Legislature which, if enacted, would implement this recommendation.

Purchase of School Buses. Information reviewed by the Committee indicates that bus purchasing practices and purchasing of other transportation-related items vary greatly among the school districts. The present school district purchasing law (K. S. A. 1970 Supp. 72-6760) requires school districts to execute transactions by written contract if the purchase amounts to $1,000 or more. No contract involving expenditure for construction or purchase of materials,

goods or wares of more than $5,000 can be made except upon sealed bids, and to the lowest responsible bidder.

School administrators reported that in many instances it probably would be possible to purchase buses at somewhat lower prices than the districts must pay for them. In some cases, savings would result if prices for quantity purchases could be secured. Savings based on quantity purchases might be realized if a central purchasing arrangement were utilized. It was reported to the Committee that the trading-in of school buses has a bearing on any central purchasing arrangement. It is sometimes possible to get better trade-in agreements locally than could otherwise be obtained.

Recommendation. **The Committee recommends that the advantages of central purchasing of school buses be available to school districts which desire to secure buses in this manner. Purchases could be made based upon contract prices or bids secured by the purchasing division—State Department of Administration. A bill has been prepared permitting such an arrangement [Appendix VI (D)]. However, the use of the central purchasing mechanism should be solely at the option of the local school district at this time. School districts should continue to have authority to solicit bids locally.**

Purchase of Consumable Transportation-Related Items. The statute which requires that purchases in excess of $5,000 must be bid applies on a per purchase basis. Gasoline, for example, could be purchased hundreds of times during a year but there would never be a single purchase that large. This is equally the case for tires, batteries and repairs.

Many varying practices have been reported locally with regard to the purchase of the consumable transportation items. A school district might not bid gasoline and might even pay the regular pump price, less federal tax, at a station which provides reasonable or low cost maintenance services on buses. In some instances, a limited number of vendors of certain items makes the bid procedure impractical.

The transportation consultant of the State Department of Education makes transportation surveys for the school districts at their request. As a result, recommendations are prepared for the school districts. Some of these are designed to result in reductions in transportation costs. These recommendations might take any one of several forms such as a suggested re-routing of bus lines or proposing adoption of more economical purchasing and maintenance procedures. The State Department of Education has no enforcement mechanism which can be applied to force school districts to act on any recommended changes.

It is the opinion of the Committee that the purchase of transportation-related items and the provision of school bus maintenance are matters best left to local determination, though the local districts should give careful consideration to the possible economies resulting from competitive bidding procedures. Certainly, a school district should make every effort to operate an efficient transportation system to reduce costs where possible.

Recommendation. **The Committee recommends that school districts bid consumable transportation-related goods and services.***

The Legislature should proceed with caution in establishing competitive bid guidelines so as to avoid administrative chaos which would result if every transportation-related purchase were required to be bid.

Transportation Policies. The Committee considered the desirability of encouraging school districts to have written transportation policies. At the present time, a great many school districts do not have formally published policies. Confusion exists concerning the circumstances under which transportation is to be provided to students. The Committee believes that school district patrons should have information containing clearly stated policies of the school district relating to transportation services.

Recommendation. **The Committee recommends and encourages school districts to prepare and keep updated written transportation policies and provide for the widest possible circulation of these policies in the district.**

Safety Regulation. Concern was expressed during the course of the study as to whether there is a clear enough delineation of functions and responsibilities between the State Department of Education and the State Highway Commission with regard to the establishment of rules and regulations for traffic safety education. One contention is that safety programs, to the extent that they are educational matters, logically should be the responsibility of the State Department of Education. Most of these programs now are conducted by the State Highway Commission. Rules and regulations of the Highway Commission govern most of the traffic safety requirements relating to the operation of school buses.

Recommendation. **The Committee recommends that the State Highway Commission and State Department of Education continue to work together and to review and coordinate their efforts concerning traffic safety education and traffic safety regulations relating to transportation.**

* No specific legislation was prepared to implement this recommendation. However, one proposed bill (Appendix VI D) would permit central purchasing of tires as well as school buses at the option of the school districts.

Chapter V

ACCREDITATION

The primary purposes of accrediting schools are to provide for a minimum level of educational quality and a degree of standardization among schools throughout the state.

The Committee met with several groups in order to gain insight into the effects of existing school accreditation standards and reviewed alternative methods of approving schools that should be considered in the future. The incidences of accreditation reprimands by the State Board of Education have been analyzed by the Committee.

Accreditation Cycle. As provided by State Board of Education rules and regulations, schools are accredited by the State Board as of June 30 each year.* Accreditation is based on information submitted in the annual superintendent's organizational report, information received from consultants in the field, office visits, letters, and telephone calls from school personnel. Of the four consultants in the accreditation section of the State Department of Education, one spends his full time visiting schools; the other three spend part of their time visiting schools and part working in school evaluation programs. Most of the school districts in the state are visited each two years by these consultants. Their primary responsibility in these visitations is to help school officials eliminate deficiencies and improve programs.**

Accreditation consultants begin their visitations on September 15, and continue them throughout the school year. On October 1, the superintendent's organization reports are filed in the State Department of Education. December 15 is the date for review of organizational reports by an accreditation committee to determine deficiencies of individual schools. On January 15, preliminary notices are sent to schools for verification or clarification. On May 1, the recommended accreditation status of the schools is presented to the State Board of Education. Official notices as to accreditation status are mailed to the schools on June 30. August 15 is the final date for schools that have been dropped from accreditation status to apply for reinstatement.

* Accreditation is on the basis of individual attendance centers.

** Statement of Division of Accreditation and Certification—State Department of Education (1970).

The most significant penalty that can be assessed against a school district if none of its schools qualify for accreditation is the loss of state foundation aid. However, there have been no instances in recent years where state aid has been withheld because a school was not accredited. K. S. A. 1970 Supp. 72-7002 (*a*) describes a school "district" as a system organized under the laws of this state which (1) is maintaining public school for a term of not less than 180 days, and (2) operates at least one school which is accredited by the State Board of Education. According to a recent Attorney General's opinion, state aid probably could not be withheld as long as the school district maintains *one* school which is accredited.

Current Accreditation Standards. Existing accreditation regulations basically can be described as quantitative measurements of a minimum school program. Each year the State Board of Education conducts an annual review and holds hearings on the accreditation rules and regulations. Those regulations which are approved by the State Board become effective the following January, except in the case of emergency regulations which take effect sooner. These regulations have been developed over a long period of years and served a very useful purpose in the days when there was less professionalism in education, when there were several thousands of school districts in Kansas, and when emphasis was placed on a minimum level of uniformity as contrasted with attainment of locally established goals and objectives determined in a responsible manner by the local school districts. The standards have some utility in that they are easy to administer. Simplicity af administration alone, however, is not sufficient justification for retention of such standards today.

School districts are encouraged to offer better programs than would result if only the minimum standards were met. Separate accreditation regulations, though there is much duplication, are prescribed for public elementary schools, junior high schools and high schools. Nonpublic schools also may be accredited, provided they meet the appropriate state regulations.

Present accreditation standards include such quantifiable measurements as: the minimum amount of time administrators must spend in performance of administrative and supervisory responsibilities, pupil-teacher ratio, professional educational qualifications of staff, the minimum number and types of course offerings, library acquisition practices, media center clerical assistance, detailed inventory and accounting requirements, etc. Though it has been common among the states to adopt this approach for accrediting schools, the practice has come under increasing criticism in recent years.

An analysis of State Board of Education accreditation actions for the 1968-69 and 1969-70 school years indicates that a total of about 1,000 *advisements* and *warnings* relating to violations of accreditation rules and regulations were issued each year. Though there are some variations, the general policy of the State Board of Education is to issue warnings for initial infractions which constitute statutory violations, for example, use of a non-certified teacher or violation of the 30-unit requirement. For a violation of accreditation regulations, such as the use of a teacher who is certified but who does not have the required number of hours of training, an advisement is issued. If the infraction is serious, the normal pattern is that an advisement usually is followed the next year by a warning and subsequently by provisional accreditation and by dropping the school (removing its accreditation). Loss of accreditation normally takes three years.

The study of accreditation reprimands indicates that 75-80% of the school districts each year received warnings or advisements. However, virtually no school which might be identified as a viable operating u.... was dropped. The total number of schools which were provisionally accredited equaled less than 1% of the total number of schools accredited. The school districts with the larger enrollments received proportionately fewer warnings and advisements than the smaller distr..s. The majority of the reprimands in the large school districts was for heavy classload, that is, too many students per teacher in the classroom.* Indications are that, in many instances (particularly in the larger districts in terms of enrollment), the school district administration pays little attention to the list of warnings or advisements the district receives.

The North Central Association of Colleges and Secondary Schools. In addition to state accreditation activities, there have developed nationwide six major voluntary regional accreditation associations. Kansas is in the area of the North Central Association of Colleges and Secondary Schools. These associations establish and enforce minimum standards in schools under their jurisdiction while encouraging improvement in the school programs. For example, members of North Central must conduct self-evaluation programs periodically. Unlike some state accreditation processes, the regional associations have no effective way of penalizing member schools

* The most common causes of reprimands in school districts as a whole were the following: teachers, including librarians, not properly certified or not properly qualified to teach at present position; administrators not properly certified or not properly qualified to serve at current level; failure to register school conduct policy (1969-70 only); heavy classload; lack of administrative time and/or administrative overload; counselors not properly qualified and/or no counselor assigned; units short in certain subjects offered; short school day; library—insufficient number of magazines and/or books; and certain reports not submitted.

which do not meet their standards, except to deny accreditation. There are 195 high schools and six junior high schools in Kansas which are accredited by, and belong to, North Central.

North Central is a voluntary association of junior and senior colleges, universities, junior high schools, and high schools throughout a 19-state region. Within the Association, there is a Secondary Commission which is composed of state committees. Each member state has its own state committee, elected by member administrators within the state. In addition, a representative from a state university and one from the state department of education sit on each state committee.

It is important to recognize that the accreditation criteria for membership in the North Central Association have been developed, adopted, and imposed by the member schools themselves. As is the case with the state requirements, these criteria are couched in rather specific quantitative terms.

Program Evaluation and Accountability. In addition to the type of quantitative evaluation of school district programs which is used for the purpose of accrediting schools in Kansas, as well as in many other states, efforts are being made to improve programs through total program evaluation procedures. These evaluations include identification of educational goals and evaluation of success in attaining them.

The North Central Association, for example, has for years been in a position of coordinating school evaluations. These consist of intensive self-studies, which usually require about six months. During that time the staff evaluates the school program and determines the tangible effects of the school on students. This is followed by a three or four day review of the self-study by a team of visiting educators. The team attempts to bring a degree of objectivity to the evaluation which might otherwise be lacking. Ultimately an analytical written report is prepared by the evaluation team. Periodic evaluations are required of all NCA accredited schools at least once every seven years. However, schools need not be NCA accredited to conduct the self-evaluations.

In connection with the North Central Association, the Kansas State Department of Education has participated in the development of school evaluation guides. In 1962, a self-evaluation guide for high schools was completed. (The guide was revised in 1970.) In 1965, self-evaluation guides for junior high programs became available. An evaluation guide for elementary schools recently was field tested and is now available. Because a substantial per-

centage of Kansas high schools belong to North Central, they are engaging in the periodic evaluation of their programs. At the junior high and elementary level though, there are only a few self-evaluations now being conducted.

In 1970, a major change in accreditation was proposed when it was recommended that *districts* rather than schools be accredited. Had this regulation been adopted by the State Board of Education, the plan would have required school administrators to analyze their programs from a district-wide perspective. District evaluations would have been required every five years. Such evaluations would have involved identification of the educational needs of the district. School districts, upon completion of the self-study, would have submitted a summary report to the State Department of Education indicating the needs, strengths, weaknesses and recommendations for improvement. Thereafter, annual reports would have been submitted to the State Department indicating the district-wide objectives, procedures for implementing these objectives, and progress which had been made. Such a procedure would not be easy to implement, and it probably would involve additional expense to the school district. Considerable opposition to this proposed regulation was expressed. As a result, the regulations were not adopted by the State Board of Education. The district-wide approach presently is under study and was discussed in area meetings held throughout the state under the auspices of the State Department of Education.

Future Directions in School Accreditation. A trend is developing which tends to shift away from the easy-to-administer quantitative measurements of school districts toward a totally different approach based upon recognizing, establishing and meeting educational goals and objectives. Emphasis is being placed on identifying needs and goals locally. This trend is exemplified at the state level by efforts to encourage school district self-evaluations and to move in the direction of district-wide school evaluation as a part of the state accreditation criteria.

The State of Colorado is working to develop a new accreditation approach referred to as *contract* accreditation. Under this plan, the school district develops goals and objectives for education in the community.* Goals are determined through self-study by citizen advisory groups and through other appropriate techniques. Students, teachers, school administrators and school board members work cooperatively in this effort. Professional personnel from the Colorado Department of Education are available to the schools on

* *Education Colorado.* (March 24, 1970).

a consultative basis. Goals and objectives are developed into statements of criteria. An implementation program for each criterion or standard is planned, including requirements for in-service training, budgets, appraisal procedures, programs and instruments. The goals of the school, and the program for implementation are incorporated into a contract which the local board of education adopts as board policy for the district. The contract is reviewed by the State Department of Education, and a recommendation is made to the State Board of Education. Upon favorable action by the Board, the school is accredited under the contract.

Presently, school accreditation in Colorado is based on meeting a set of minimum standards. The purpose of accreditation by contract is to emphasize the meeting of goals and objectives established locally. The State Department of Education uses these goals and objectives for determining jointly with the school its accreditation status. One example of how contract accreditation procedures would compare with existing accreditation practices would be in the area of library resources. Existing standards might require a school library to have a given number of books per pupil. Present Kansas standards include such requirements, including specific amounts that must be spent for library improvement. Using the contract approach, the school sets a goal and develops a program to provide the needed instructional materials and to move toward fulfillment of the goal, thereby improving library resources on a program basis.

Using the contract approach, there are safeguards to prevent establishment of mediocre programs. This is because there are two parties to the contract, each with certain competencies and concerns for the quality of education being offered. When a district is preoccupied with meeting only the minimum requirements, there may be no organized effort to improve programs.

Educational Needs. The emphasis on identifying needs of education was brought to the forefront by the recent educational evaluation of Kansas through the project for State Educational Evaluation for Kansas (SEEK), a federally sponsored Title III project under auspices of the Elementary and Secondary Education Act (ESEA). The study succeeded in identifying 59 critical educational needs and ranked them in the order of importance. A jury of twenty-five citizens of Kansas further refined the listing and commented on the 10 top priority educational needs.

These were identified as follows:[*]

(1) *Development of a postive student self-image.* Many of the

[*] *State Educational Evaluation of Kansas.* (1970).

students need assistance in developing positive self-images; that is, help in seeing themselves as important individuals rather than as persons about whom no one cares.

(2) *Renewed effort to develop learning patterns based upon student needs.* In the classrooms, a renewed effort must be made to shape the activities to meet the needs of the learners rather than to use techniques requiring the least effort on the part of the teachers.

(3) *New and increased emphasis on the importance of the elementary school.* There is a need for a new emphasis to be placed on the important function of the elementary schools. There appears to be a need for greater emphasis on the diagnosis of student achievement at the earliest possible age. There is a need for personnel, such as teacher aides, in the elementary school.

(4) *Strengthen programs for noncollege-bound students.* There is a need for schools to consider strengthening programs for students other than college-bound students. In order to do this, a more diversified curriculum is needed. Less structured programs in the secondary schools should be considered to allow for more individualized instruction. More courses should be considered for the slower students with greater emphasis upon application and work-study programs.

(5) *Teacher training in student motivation.* A broad need is to motivate students in the learning situation. Teachers also need assistance in developing a wider and more flexible repertoire of teaching skills.

(6) *Programs for the potential dropout, unmotivated student, or the school-alienated student.* There is a need to formulate programs for the potential dropout, unmotivated student, or student who is alienated from school. Each school should utilize diagnostic techniques as early as possible to identify this type of student.

(7) *Analyze total reading program and success of students in reading.* There is a need to analyze the total reading development program from diagnosing preschool student difficulties to adult education.

(8) *Provide a more positive, wholesome attitude toward quality education.* There is a need in Kansas to develop such an attitude toward quality education for all people. This attitude development must be nurtured among professional educators and educational leaders, as well as the public.

(9) *More effective student evaluation and assessment of achievement.* The need exists for more effective student evaluation and assessment of achievement. Also, there is a need for earlier diag-

noses of cognitive, affective, and psychomotor developments. Each school district should place more emphasis on obtaining data concerning student achievement and progress. Each district should have a planned program of student assessment which incorporates internal as well as external data. It should also have a planned student assessment program of longitudinal effects from entering students to graduating students with year-to-year evaluation. The State Department of Education should take the lead in providing uniform strategies for reporting data. It would seem appropriate that each district have a planned system-wide assessment program to provide not only data for decision-makers, but to help each teacher observe the abilities of each child in his class.

(10) *More meaningful student involvement in learning situations.* Students should be involved in evaluating what is happening to them in school.

It can be noted from the priority ranking that it is most important to identify educational goals, objectives and needs. School programs should be improved so as to meet these needs and to permit evaluation of the total educational effort. The traditional approach to school accreditation is not appropriate as a means of evaluating programs and determining how well educational objectives are being met.

Some states are approaching this problem through efforts to provide for accountability in education. This quest, of course, is a recurrent theme throughout this report. To date it is apparent that this effort has not been highly successful. But it is an important concern across the nation, as persistent attempts are being made to hold public education accountable for the use of the resources which have been allocated to it.*

A proposed act has been drafted for possible consideration by the 1971 Colorado Legislature for the purpose of instituting an accountability program to define and measure quality in education.** The proposal directs the State Board of Education to develop a state accountability program which (*a*) provides for implementation of a procedure for the continuous examination and improvement of the goals of education in the state, (*b*) identifies performance objectives which will lead to achievement of the stated goals, (*c*) adopts a procedure for determining the extent to which local school districts accomplish their performance objectives, and (*d*) recommends a timetable for the establishment of local accountability programs.

* California, Texas, New York, Georgia, Colorado, Nevada, New Jersey, Oregon, Rhode Island, Utah, Wisconsin and Vermont are examples of states that are making efforts in this area.

** Proposed bill for an educational accountability act in Colorado. (Draft November, 1970.)

Summary. There is no question but that developing a meaningful level of accountability of school programs is an arduous process. There is no doubt that the public is demanding no less. Educational accountability involves the establishment among the school districts of priority goals and objectives. The inevitable effort to measure the success or failure in meeting goals must be tailored, for analytical purposes, to the basic budgeting function.

The Committee has found that the current system of accreditation is antiquated and totally inadequate and unresponsive to the needs of the educational system in this state.

After studying the process of school accreditation, the Committee concluded that the measurement of a school's performance against inflexible and arbitrary standards does not provide good schools. It is not denied that these standards once served a useful purpose. For today, however, they serve only to bind us to the past. They prevent school boards, professional educators and parents from exercising creative thinking in cooperatively developing new standards of performance. It is important in our view that each district, through critical evaluation of its needs and with the broad participation of the parties mentioned above, develop and implement a plan of education that meets its needs and is thus accredited.

In brief, the thrust of the school accreditation process must be changed so as to place primary emphasis on local determination and articulation of educational goals and objectives, establishment of priorities, and yearly evaluation of the success made toward meeting these goals and objectives. Improvement of the educational opportunity for each child, depending upon his individual needs, and evaluation of the progress made toward meeting this goal should be a primary basis for determining the effectiveness and accredited status of the schools. Ultimately, the accreditation of schools should be on a district-wide basis.

Recommendation. **The Committee recommends that the present State Board of Education rules and regulations be changed to allow *districts* to substitute self-evaluation of school programs for the present state *school* accreditation requirements established by the Board. The State Board of Education *Self-Evaluation Guide for Kansas Elementary Schools, Evaluation Guide for the Junior High Schools of Kansas* and the *NCA Evaluation Guide for Secondary Schools* (1970 Revision) should be the documents utilized by the school districts (and the community) in conducting their self-evaluations. Self-evaluations should be conducted at least once every five years and interim progress reports should be prepared and disseminated annually. The goals, performance and all evaluation findings should be generally available to the public.**

Chapter VI

CERTIFICATION

Historically, the major purposes of certification have been to protect children from unqualified persons in an instructional capacity, to safeguard public funds, and to protect the competent practitioner against unfair competition from a substandard or unqualified person.* In Kansas, the certification regulations are applicable with regard to the individual's qualifications for one of the various types of certificates; however, enforcement is through accreditation standards. Accreditation standards contain the requirement that professional personnel must be properly certified. The possible penalty for noncompliance is in the form of State Board of Education reprimands, loss of accredited status and, perhaps, loss of state foundation aid. However, the Committee was unable to find any instances where the penalty of withholding state foundation aid has been applied.

Development of Teacher Certification in Kansas. For many years, the legislature determined the major portion of state certification requirements. In 1947, the Legislature assigned the responsibility for certification of teaching personnel to the then State Superintendent of Public Instruction and the State Board of Education. With the voter approval of the new education article of the constitution in 1966, the State Board of Education became the controlling body in certification.

Following the delegation of the certification responsibility in 1947, there was formed a voluntary body known as the Advisory Council on Teacher Education.** This name was changed later to the Advisory Council on Education. This group was relied upon by the

* *Encyclopedia of Educational Research.* American Educational Research Association, 1969.

** The entire pattern of basic teacher education programs was reviewed in 1947 by the Advisory Council on Education which recommended as a primary consideration, a general education requirement designed to assure that each teacher be a generally well-educated person. As a result, a minimum requirement of 45 semester hours of general college credit was established. This was later changed to a minimum of 50 semester hours. A second change was to establish the requirement of 24 semester hours of training in the field of specialization and 6 semester hours in the specific subject. Third, the professional education (teacher training) requirement was established at 20 semester hours for secondary school teachers and 24 semester hours for elementary school teachers. The theory supporting this requirement was that the understanding and management of students and the function of the school in terms of its place in society were as important as was the understanding and acquisition of information concerning the studies to be taught. A minimum of 6 semester hours devoted to understanding the individual, 6 semester hours in understanding the function and place of the school in society, and, as a part of the professional performance requirement, 5 semester hours in student teaching were required. It was left to the discretion of the college or university to establish a methods course to precede or accompany the student teaching or to merge such a course with the student teaching. Other courses were offered at the option of the preparing institution.

State Superintendent and State Board for advice pertaining to the professional qualification of teachers. Subsequent certification qualifications were established after extensive discussions by elementary and secondary teachers, school administrators and college personnel. In many instances, lay personnel participated in arriving at conclusions. All requirements were reviewed by the State Board of Education before final adoption. Periodic reviews of these requirements have been made by both the profession and the State Board of Education since their original adoption in 1947. In 1969, the Professional Practices Act was passed. It created a Professional Teaching Standards Advisory Board composed of 31 members and a Professional Teaching Practices Commission composed of 17 members. These bodies replaced the Advisory Council on Education as the chief advisory body for the Commissioner and State Board in matters relating to the education of teachers.

During the Spring of 1970, the State Board of Education requested the Professional Teaching Standards Advisory Board to conduct a complete study of certification standards and teacher training programs. A number of recommendations for changes in certification requirements previously submitted by the Advisory Board and scheduled to become effective in September, 1970, were suspended until 1971, pending the results of the study. During the course of the study, it is expected that some attention will be directed to the status of teacher aides.

Number and Types of Certificates Issued. The State Department of Education reports that generally there are issued three categories of certificates: (1) elementary teacher certificates, (2) secondary teacher certificates, and (3) administrator certificates. Regulations relating to certification indicate, however, that there are a great many variations as to the types of certificates issued. This fact can be attributed in part to the renewal process. Statutory provisions relating to the retention of many older types of certificates which have not lapsed from non-use, as well as up-grading of both teacher and administrator qualifications, have resulted in the periodic establishment of sets of requirements which overlap.

One objective of present certification efforts is to transfer all school administrators to plans which became effective January 1, 1970. The plan provides for three classes of administrator certificates. It is expected that this plan will consolidate several different kinds of administrators' certificates. Records show that since 1944, more than 240,000 certificates of all types have been issued. In excess of 10,000 certificates have been issued in each of the last 10

years. Most of these have been original or renewal teaching certificates.

Trends in Teacher Preparation and Certification. Kansas practices in certification over the years have generally been in accord with the trends nationally. Qualifications for certification have been judged largely upon the basis of an analysis of an individual's college transcript to determine if the proper course requirements have been met. This amounts to a determination after the completion of training by someone who really is not acquainted with the individual and his capabilities. Certification becomes a routine administrative task. There are safeguards which have been built into the teacher qualification and training process which provide for evaluation and selection, but these have not been scrupulously applied.

The most significant recent developments in teacher certification have been to move away from the close checking of specific hours or credits to enforce certification standards. Developments in teacher education which seem to be occurring in the nation include:*

(1) *Overhaul of Traditional Campus Routines and Procedures—Including Reforms in Student Teaching.* This includes the assignment of student teachers as part-time teacher helpers, often with pay on an hourly basis, as a supplement to the usual laboratory (student teaching) experiences. There is general discontent with overall student teaching programs as being academic rather than pragmatic. The substitution of practicums, including paid internships, seems to be on the horizon. This is especially the case for those preparing to teach in inner-city schools. Apparently, some large universities have virtually abandoned their established student teaching programs. Closed circuit TV, micro-teaching, microfilms, and video tapes are being used on many campuses to analyze teaching strengths and weaknesses, supplementing many of the mass observation procedures as well as some of the actual teaching or internship experiences.

(2) *Shift of Teacher Preparation Programs from the Campus to Large City School Systems.* This has resulted from the unique problems of the big cities. Campus programs often follow a routine of preparing teachers for middle class or suburban settings. While most of the school system preparation programs are developed in close cooperation with nearby universities, some are developing wholly on the initiative and resources of school districts.

(3) *Greater Reliance on the Strengthening of State Procedures in Teacher Education—Certification—Accreditation.* It has been observed that the development of national patterns for financial

* *Stinnett op. cit.*, page 21.

support was an essential and inevitable step toward breaking states loose from tradition. It is expected that this support will continue but with a shift in focus—to proposed innovations, demonstrations, and seed money for experimentation. Several factors are appearing which indicate a resurgence of state responsibility. First is the virtual disappearance of the wide diversity of minimum requirements for certification at any teaching level. Second, states are developing new and imaginative processes of certification. Third, the states are apparently rapidly improving their roles in accrediting (or approving) teacher education programs, with increased emphasis on the *approved program* approach. The old practice of, in effect, dictating institutional teacher education curricula by specific certification prescriptions is receding. Greater autonomy is being extended to improve teacher training institutions.

Washington and Maryland are illustrative of states in which new and different approaches to teacher training and certification have already evolved.

Trends in Teacher Education in Kansas. Testimony before the Committee indicated that the training of teachers at the preparing institutions in Kansas also is undergoing some change. A group composed of deans of education at the six state colleges and universities (and Washburn University) and superintendents of schools in the larger school districts is presently working together to develop proposals for improved teacher training programs. There is some consideration being given to establishing regional teacher education centers, which probably would be located in the metropolitan areas. Efforts are being made to extend the student teaching experience to a full semester. Also, some of the professional course work will perhaps be linked more closely to the in-service training.

Research at Emporia State Teachers College has resulted in some curriculum changes in teacher training at that institution. There is a movement away from the conventional teacher training programs to an active laboratory-based program. Emphasis is being placed on instilling within students the capacity to make use of indirect teaching techniques. A "fifth year" of training is being implemented whereby holders of regular four-year degrees will be able to take a fifth year of schooling which would be devoted entirely to teacher training. Ultimately, this program would lead to the granting of a master's degree. Another change being implemented at the undergraduate level is that at least five hours of observation are being required before the student is exposed to lectures and other aspects of teacher training. Also, the school of education has been granted permission to eliminate grading for 28 hours of work and to evaluate

students on the basis of *credit* or *noncredit*. It is hoped that this system will permit evaluation of an individual's potential in terms of teaching ability, as well as academic performance. Systems of interaction analysis are being used to assist in determining the effectiveness of potential teachers.

The representatives of the teaching profession who appeared before the Committee generally advocated upgrading of certification requirements in specialized subject areas as contrasted with professional training courses. They indicated that with the supply of teachers beginning to exceed demand, there is a definite opportunity to upgrade teacher qualifications. School administrators tended to support this position; however, some described how certain rigidities in the prevailing certification requirements work hardships on the school districts. Less strict provisions with respect to vertical certification were suggested so that a teacher might have more freedom to serve at the elementary as well as the secondary level, wherever the need might be most acute. This would result in savings to some of the smaller school districts in particular. Present certification regulations permit a kind of vertical certification but not without meeting some criteria peculiar to both the elementary and secondary levels.

The Committee recognizes that teacher education and training is the cornerstone of the educational process. Well-trained and competent teachers are an absolute necessity if dramatic improvements in education are to be forthcoming in this state. No program for improvement of education can have a major impact unless attention is directed toward this subject. In this regard the Committee notes that the Professional Teaching Standards Advisory Board has been in existence since July 1, 1969. After about 18 months of operation and nearly a year of concentrated review of the certification process, there appears to have been little progress toward completion of the Advisory Board's study. The Committee wishes to impress upon the Advisory Board that it believes this study to be of major importance. Further, the Committee suggests that a sense of urgency should be apparent as the Advisory Board moves toward developing its conclusions and recommendations, some of which surely will require major shifts in traditional certification policies.

Recommendation. **The Committee recommends that the House and Senate Education Committee jointly hold a hearing to receive a report from the Professional Teaching Standards Advisory Board of its progress in the revision of certification requirements, and that such subsequent meetings as are deemed desirable be held to review and audit the Board's consideration of charges concerning certification recommended to it by this Committee.** **(See page 58.)**

The Legislature should await the completion of the study of the Professional Teaching Standards Advisory Board with respect to the training and certification of school personnel, and the subsequent actions taken by the State Board of Education toward implementation of the study recommendation, before initiating any legislative action in this area.

In addition to other facets of certification, the Committee believe that due consideration should be given specifically to the following areas. The Standards Board should prepare a detailed written report relative to its findings thereon:

(1) The desirability and feasibility of moving toward a *program approval* approach for the qualification and certification of teachers.

(2) The development and application of *performance criteria* prior to full certification. Such considerations should include the use of internships, more meaningful evaluation of students by the training institutions, and graded levels of certification based upon successful teaching experience.

(3) Means of recognizing and measuring teacher sensitivity to the individual needs of children as a component of teacher training and/or certification.

(4) Permitting the development of teacher training programs in conjunction with the metropolitan centers of the state for specialized training in meeting the unique needs of low income and ghetto children.

(5) Increasing flexibility to permit greater use of community resources in an instructional capacity. Guidelines should be developed relative to drawing upon available areas of specialization for classroom instruction by persons who are highly qualified in terms of professional competence but who have not had the requisite professional education courses and who do not qualify for general certification.

(6) The desirability and opportunity for using community resources as a reservoir for drawing upon non-certified personnel who could serve as substitute teachers for short periods of time. Careful attention should be given to the actual necessity for using only properly certified persons to serve as substitutes and to the use of competent non-certified persons for the purpose.

Upon completion of the study and review by the State Board of Education, the Commissioner of Education should report the findings and recommendations of the Professional Teaching Standards Advisory Board, together with a summary of the State Board actions for implementation thereof, to the Education Committees of the House and Senate at the earliest possible date.

Chapter VII

COOPERATIVE AND REGIONALIZED SERVICES

Efforts in several states are being made to permit school districts to share or regionalize educational services among school districts. Some states have already adopted legislation of this type. Enthusiasm has been generated in this state concerning the possibilities for improving educational opportunities and enriching programs that these arrangements might offer. Representatives from a group of school districts having high schools with small enrollments testified that improved efficiency in providing educational services would result if the school districts had greater latitude to join cooperatives for the purpose of purchasing various types of educational services.

Cooperative Services in Kansas. At the school district level, certain types of cooperative programs presently are being conducted, but there is a lack of planning and coordination and an overlapping in terms of the services. Special education and other federally-related programs are being handled in some areas in a cooperative manner. There are, for example, guidance cooperatives, purchasing (bidding) cooperatives, teacher recruiting cooperatives, film cooperatives, a Spanish teacher cooperative and various cooperative arrangements between junior colleges and school districts for providing instructional personnel.

One alternative for providing cooperative services in Kansas is to continue to follow the present course and to add to the statutory list of specific areas in which cooperation among school districts is authorized.

The present Kansas Interlocal Cooperation Act appears to be too restrictive to permit cooperation among the school districts for securing services or for performing some functions.

The Kansas Constitution states that local public schools under the general supervision of the State Board of Education shall be maintained, developed and operated by locally elected boards. When authorized by law, such boards may make and carry out agreements for cooperative operation and administration of certain educational programs under the general supervision of the State Board of Education. Such agreements are subject to limitations

* See Appendix V.

prescribed by the legislature. Laws have been enacted authorizing cooperative services for area vocational and area vocational-technical schools. The types of agreements that can be promulgated under this legislation are specifically outlined in the enabling legislation. Another law permits the boards of education of two or more school districts to enter into agreements providing cooperative education and administration in special education programs on a shared-cost basis. Yet another act permits contracts among school districts for the transportation of pupils.

An alternative approach would be to develop a system of regional service centers to provide services throughout the state. Within the framework of this general approach there are numerous alternatives involving the extent to which a separate unit responsible for providing such services is established.

As interest grows in cooperative type arrangements there might be a need to create a way of centralizing and distributing more economically these and other types of services. Regardless of the approach which is taken in providing service arrangements or service centers, the Committee is of the opinion that there are several areas in which cooperative services ought to be considered. These include:

(1) Special teachers.
(2) In-service education.
(3) Curriculum services.
(4) Audio-visual and materials centers.
(5) Publications and communications production.
(6) Pupil-personnel services (testing).
(7) Health services.
(8) Centralized business services, and
(9) Cooperative purchasing.

Summary. The Committee believes that there is an important potential benefit to be derived from increased use of cooperative agreements among school districts. It appears possible that the greatest educational and fiscal benefit would arise from development of comprehensive educational service centers, *i. e.*, service centers involving a wide variety of areas of cooperation among school districts. The best type of service center would appear to require integration of some (and possibly all) of the existing cooperative agreements, as well as a substantial group of new areas of cooperation. Service centers should be developed within the framework of the present constitutional limitations (Kansas Const., Art. 6, Sec. 5).

Any approach which is taken should not have the effect of retarding progress in consolidating schools or closing inefficient attendance centers, or obstructing further unification of school districts. It should be designed to retain the paramount function of the local school board in prescribing its own educational destiny. The proliferation of additional political units which become nothing more than another administrative layer on top of the number of school districts presently in existence in Kansas should be guarded against.

Recommendation. **The Committee recommends that the 1971 Kansas Legislature authorize a study of the desirability and feasibility of the development of a statewide system of comprehensive educational service centers.**

Recommendation. **The Committee recommends that a number of worthwhile cooperative programs, now being operated without the benefit of specific statutory authority, be supported by short-term legislative authority pending completion of the study recommended above. These include, for example, purchasing (bidding) cooperatives and various types of professional services cooperatives.**

Chapter VIII

SELECTION OF MEMBERS OF THE STATE BOARD OF EDUCATION

Although not specifically a charge to the Committee, the members agreed to adopt a position and to submit a recommendation, together with implementing legislation, concerning the method of selecting members of the State Board of Education.

The majority of the members of the Committee are of the opinion that members of the State Board should be appointed rather than elected. In the view of the Committee, further study of this matter is not required. The various arguments pro and con concerning the methods of selecting state board of education members have been advanced and scrutinized before. In 1965, for example, in-depth studies were conducted on this subject. The positions advanced at that time are thought to be equally as relevant today.

As stated previously, the Committee agreed that an appointive State Board of Education should replace the present elective board. The Committee has therefore directed the preparation of a draft concurrent resolution for a constitutional amendment which, if approved in the legislature by the requisite two-thirds majority, would be submitted to the voters of the state for their approval or rejection.

Recommendation. **The Committee recommends that the 1971 Kansas Legislature adopt a concurrent resolution for submission to the voters, proposing to amend the Constitution of the State of Kansas (Art. 6, Sec. 3) to provide for *appointment* of members of the State Board of Education by the Governor, subject to the confirmation of the Senate [Appendix VI-(E)].**

A newly constituted state board should consist of nine members who serve for overlapping terms, the length of which should be established by the legislature. With regard to geographic representation, one member should be appointed from each congressional district, with the remaining members to be appointed at large. No two members should reside in the same county at the time of their appointment, and not more than five members should be of the same political party.

Chapter IX

OTHER CHARGES TO THE COMMITTEE

The Committee was able to give only limited time to the following three charges of SCR 63. This should not be construed to detract in any way from the importance of these subjects.

Expanded Use of Closed Circuit Television for Instructional Purposes. No hearings were conducted nor was any research information assembled on this subject. The Committee did, however, receive a request from KPTS television, Channel 8, Wichita, Kansas, to appear before the Committee for the purpose of expressing a need for state financial support for educational television (ETV).

Management of Student Activity Programs. The Committee held one hearing concerning the activities of the Kansas State High School Activities Association (KSHAA). The duties, responsibilities and programs of that organization were described. No study of the management and source of payment for activity programs was conducted.

Organization and Efficiency of the State Department of Education. This charge was considerably different from other charges to the Committee under SCR 63. A management analysis and review of the State Department of Education would have been a most difficult undertaking.

At the present time, the State Department of Education is involved in a management self-evaluation, and, on its own initiative and in cooperation with the U. S. Office of Education, is working toward a realignment of functions and responsibilities.

Appendix I

PERSONS APPEARING BEFORE THE COMMITTEE

Allen, Bernard R.—Superintendent of Schools, Hill City (USD 281)
Anderson, Kenneth—Executive Director, Master Planning Commission
Barnes, Richard—Teacher, Wichita (USD 259)
Berry, Daryle—Assistant Executive Secretary, Kansas-National Education Association
Cerne, Al—President, Kansas Association of School Business Officials
Comer, Wayne—Member, Schools for Quality Education
Daeschner, Roger—Principal, Goodland (USD 352)
Dean, Harry—Liaison Officer, Iowa Information Project, State Department of Education
Dennis, Dale—Director, Statistical Services Section, State Department of Education
Denny, Cecil—Teacher, Shawnee Mission (USD 512)
Dick, Paul R.—Pupil Transportation Consultant, State Department of Education
Digman, Robert J.—Member, Schools for Quality Education
Durbin, Brice—Executive Director, Kansas State High School Activities Association
Gaston, Larry—Director of Research, Topeka (USD 501)
Goff, Don L.—Superintendent of Schools, Caldwell (USD 360)
Gold, James—Educational Planner, Mid-Continent Regional Educational Laboratory
Goodwin, Bill—Assistant Superintendent of Schools, Shawnee Mission (USD 512)
Halbower, Don—Principal, Great Bend (USD 428)
Hardt, Harry—Member, Professional Teaching Standards Advisory Board
Harper, Aaron—Dean of the School of Education, Kansas State College of Pittsburg, and Chairman of the Professional Teaching Standards Advisory Board
Heinen, Eileen—Acting Director of College Accreditation, State Department of Education
Herr, F. Floyd—Acting Assistant Commissioner, Division of Accreditation and Teacher Certification, State Department of Education
Hesser, Pete—Superintendent of Schools, Fredonia (USD 484)
Hoffman, Charles E.—Member, Schools for Quality Education
Holman, Leon—Assistant Superintendent of Schools, Great Bend (USD 428)
Howe, Hulem R.—Member, Schools for Quality Education
Iske, Gladys—Director of Certification, State Department of Education
Kerr, Tom—Director of Business Affairs, Topeka (USD 501)
Kester, David W.—Attorney, State Department of Education
Lehmann, Arnold—Principal, Salina (USD 305)
Lindahl, Sam A.—Superintendent of Schools, Chapman (USD 473)
Lorenzon, Robert—Assistant Superintendent of Schools, Shawnee Mission (USD 512)

Manion, Ray—Program Development Specialist, Mid-Continent Regional Educational Laboratory
Marsh, Ferman—Superintendent of Schools, Shawnee Heights (USD 450)
McConkey, Darris—Superintendent of Schools, Morland (USD 280)
McDonald, Melvin—Business Manager, Wichita (USD 259)
McGhehey, Marion—Executive Director, Kansas Association of School Boards
Meinhardt, E. J.—Member, Schools for Quality Education
Meyer, Donald P.—Dean of College Services, Johnson County Community College
Milvain, Mike—Consultant and Management Information Systems, and Vice President for Marketing, Advisory Associates, Inc.
Neely, Melvin—Executive Director, Kansas-National Education Association
Olson, Roger C.—Consultant and Management Information Systems and Director of Education System Services, Advisory Associates, Inc.
Orr, Kenneth T.—Director of Data Processing, State Department of Administration
Patton, Elna J.—Member, Professional Teaching Standards Advisory Board
Pyles, Ralph A.—Member, Professional Teaching Standards Advisory Board
Rothrock, Laton—Member, Professional Teaching Standards Advisory Board
Reilly, Lewis A.—Mayor, Dorrance, Kansas
Saffell, Tom—Director of Administration Services, Kansas-National Education Association
Sandefur, J. T.—Chairman, Department of Education and Psychology, Kansas State Teachers College, Emporia
Scannell, Dale P.—Dean, School of Education, University of Kansas
Shriver, Ida—President, Schools for Quality Education
Simecka, Richard—Superintendent of Schools, Denison (USD 337)
Simmonds, Ivan—Member, Schools for Quality Education
Smith, Byron—Superintendent of Schools, Anthony (USD 361)
Smith, Wallace—Superintendent of Schools, Turner (USD 202)
Stanavage, John—Executive Secretary, Secondary School Commission, North Central Association of Colleges and Secondary Schools
Stuart, Charles—Superintendent of Schools, Clay Center (USD 379)
Summerville, John—Member, Professional Teaching Standards Advisory Board
Swanson, Maurice—Member, Professional Teaching Standards Advisory Board
Taylor, Francis—Superintendent of Schools, Kingman (USD 331)
Unger, Dwane—Member, Professional Teaching Standards Advisory Board
Vigneron, John—Director, Elementary and Secondary Accreditation Section, State Department of Education
Von Fange, Theodore—Member, Professional Teaching Standards Advisory Board
Whittier, C. Taylor—State Commissioner of Education
Williams, M. L.—Superintendent of Schools, Medicine Lodge (USD 254)
Winters, Jackson—Superintendent of Schools, Conway Springs (USD 356)
Yandell, George—Director, Municipal Audit Program, Office of the Auditor of State

Appendix II

SURVEY OF SCHOOL BOARD PRESIDENTS
RE: ADMINISTRATIVE PERSONNEL (1969-70)

TABLE I — Questionnaire Responses Distributed by Enrollment Categories

(1969-70 School Year)

Enrollment in district (1969–70)	No. of districts in size category	No. of districts from which questionnaires returned (and % represented)
10,000 and over	5	1 (20.0%)
2,400 to 9,999	28	18 (64.3%)
1,000 to 2,399	61	36 (59.0%)
500 to 999	125	69 (55.2%)
200 to 499	75	39 (52.0%)
Less than 200	17	6 (35.3%)
Total	311	169 (54.0%)

TABLE II — School Board Opinions as to the Number of General Administrators

(1969-70 School Year)

Enrollment in district of respondents (1969–70)	General administrators		
	Too many	Too few	About right
10,000 or more	.....	.....	1
2,400–9,999	.....	1	17
1,000–2,400	3	2	31
500–1,000	10	1	58
200–500	5	1	33
Less than 200	1	.....	5
Total	19 (11.2%)	5 (3.0%)	145 (85.8%)

TABLE III—Factors Necessitating Current Number of General Administrators by Size of District*

(1969-70 School Year)

Enrollment in district of respondents (1969–70)	Small attendance centers	State require-ments	Fulfill present duties	Improve instruction	Parent-community relations	Other
10,000 or more	1	.....	1	1	1	.....
2,400–9,999	2	1	16	8	5	1
1,000–2,399	13	16	31	12	8	1
500–999	13	32	50	21	25	4
200–499	3	16	27	6	7	.....
Less than 200	.....	4	4	2	1	.....
Total	32 (10%)	69 (21%)	129 (39%)	50 (15%)	47 (14%)	6 (2%)

* Many respondents cited several factors, thus the total number exceeds 169. Percentages are of aggregate total responses. (Total—333.)

TABLE IV—Responses to Selected Questions Regarding General Administrators

(1969-70 School Year)

	Enrollment in district of respondents							
	10,000 or more	2,400–9,999	1,000–2,399	500–999	200–499	Less than 200	Total	
							No.	%
Are state accreditation standards reasonable for districts?								
Yes	.....	15	32	58	31	5	141	(89%)
No	1	1	.....	8	7	1	18	(11%)
Are state certification standards for administration reasonable?								
Yes	.....	16	30	60	34	5	145	(91%)
No	1	1	4	5	4	1	15	(9%)
Would district-wide accreditation standards be equally effective as the present standards which apply to individual schools?								
Yes	1	3	11	28	13	3	59	(36%)
No	.....	13	24	40	26	2	105	(64%)
Is it necessary for state standards to fix administrator time in buildings?								
Yes	.....	1	2	2	2	.....	7	(4%)
No	1	16	33	67	37	6	160	(96%)
Since unification, has the number of administrators in this district:								
Decreased?	1	2	10	19	8	.....	40	(23%)
Remained unchanged?	.....	8	16	23	11	4	62	(37%)
Increased?	.....	8	10	26	20	2	66	(39%)

TABLE V—Reported School Board Evaluation of the Number of Auxiliary Administrators

(1969-70 School Year)

Enrollment in district of respondent (1969–70)	Too many	Too few	About right
10,000 or more	.....	.....	1
2,400–9,999	.....	3	15
1,000–2,399	5	4	27
500–999	6	3	47
200–499	3	1	29
Less than 200	1	.....	4
Total	15 (10.1%)	11 (7.4%)	122 (82.4%)

TABLE VI—Factors Necessitating Current Number of Auxiliary Administrators by Size of District*

(1969-70 School Year)

	Enrollment in district of respondents							
	10,000 or more	2,400–9,999	1,000–2,399	500–999	200–499	Less than 200	Total No.	Total %
Small attendance centers	1	.....	7	7	2	1	18	(8.2%)
State requirements	.....	2	11	19	13	1	46	(21.0%)
Fulfill present duties	1	14	23	37	18	2	95	(43.4%)
Improve instruction	1	6	9	19	.....	1	36	(16.4%)
Parent-community relations	1	4	6	12	.....	.....	23	(10.5%)
Other	.....	.....	1	1	.....	.....	1	(.4%)

* Many respondents cited more than a single factor.

TABLE VII—Responses to Selected Questions Regarding Auxiliary Administrators

(1969-70 School Year)

	Enrollment in district of respondents							
	10,000 or more	2,400–9,999	1,000–2,399	500–999	200–499	Less than 200	Total	
							No.	%
Are state accreditation standards reasonable for districts?								
Yes	.....	15	29	44	21	3	112	(81%)
No	1	2	66	8	9	.....	26	(19%)
Are state certification standards for administration reasonable?								
Yes	.....	16	30	43	24	3	116	(86%)
No	1	1	3	8	6	.....	19	(14%)
Since unification, has the number of administrators in the district:								
Decreased?	1	3	3	7	3	.....	17	(12.3%)
Remained unchanged?	.....	6	8	25	15	2	56	(40.6%)
Increased?	.....	9	22	21	13	1	65	(47.1%)

Appendix III—TEACHER AIDES

TABLE I—Teacher Aides Services—Nationwide (1969)

	Total teachers	Elementary school teachers	Secondary school teachers
Aide provided to teacher alone.....	2.7%	3.4%	2.1%
Aide provided to teacher alone and also an aide shared with others....	1.3	1.6	1.0
Aide shared with other teachers.....	22.4	30.0	14.7
No teacher aide.....	73.6	65.1	82.2
Total.....	100.0%	100.1%	100.0%

TABLE II—Teacher Aides in Kansas

Distribution of Responding School Districts by Enrollment Category

(1969-70 School Year)

A	B	C	D	E
Enrollment	Responses—No. of districts	Districts reporting to state department of education—having employed aides—1969-70	Total No. of districts in state	% (B of D)
10,000 and over	4	4	5	80.0%
5,000–9,000...	5	5	7	71.4
1,000–4,999...	29	30	82	35.4
500–999.....	34	36	125	27.2
Below 500...	18*	20	92	18.5
Total.....	90	95	311	.....

* One district reported no teacher aides employed during the 1969-70 school year.

TABLE III—Teacher Aides in Kansas

FTE Aides and Total Number of Aides Employed—by Enrollment Category*

(1969-70 School Year)

Enrollment	Total—FTE aides	% of total	Total No. of aides employed	% of total
Over 10,000	209.50	50.96%	281	51.56%
5,000–9,999	26.00	6.32	31	5.69
1,000–4,999	89.75	21.83	128	23.49
500–999	65.80	16.01	81	14.86
Below 500	20.05	4.88	24	4.40
Total	411.10	100.00%	545	100.00%

* Based on responses from 89 school districts.

TABLE IV—Teacher Aides in Kansas

Purpose of Employing Teacher Aides*

(1969-70 School Year)

Reason	No. of responses
1. Reduce clerical load of teachers	69
2. Reduce non-classroom supervisory duties	58
3. Encourage community involvement in school program	9
4. Reduce the number of certified personnel required	8
5. Other	17

* Based on responses from 89 school districts. Several districts identified a combination of objectives.

TABLE V—Teacher Aides in Kansas

Assignment of Teacher Aides*

(1969-70 School Year)

Assignment	No. of responses
1. By building	40
2. Under supervision of specific administrator	32
3. Under supervision of specific teacher	26
4. By grade level	20
5. By subject matter area	12
6. Other	6

* Based on responses from 89 school districts.

TABLE VI—Teacher Aides in Kansas

Qualifications of Teacher Aides*

(1969-70 School Year)

Qualifications	Order of preference					
	1st	2nd	3rd	4th	5th	6th
	Number of districts					
1. High school education	29	10	5	6	3	.....
2. Housewives—similar socio-economic background to pupils	24	8	14	5	2	.....
3. College degree	13	4	3	7	1	1
4. Other	12	3	2	.....	.....	.....
5. Two years of college	9	17	5	4	2	.....
6. Mature high school students	.....	1	.....	3	16	2

* Based on responses from 89 school districts.

Appendix IV

SUMMARY OF TRANSPORTATION COST DATA (1968-69)

TABLE I—School Transportation Systems

(1968-69)

Method of providing transportation	Number of districts	Average cost per pupil	Average cost per mile	Average cost per computed student mile	Number of pupils	Number of miles	Total expense
District-owned buses	115	$83.57	$.32	$.00147	47,520	12,557,094	$3,971,261
District-owned buses and mileage	118	82.99	.25	.00103	57,310	19,315,298	4,756,309
District-owned buses and contract buses	25	103.99	.33	.00103	12,370	3,882,391	1,286,317
District-owned buses, contract buses and mileage	15	111.28	.25	.00112	5,746	2,591,281	639,397
Contract buses	23	55.16	.54	.00171	31,758	3,215,303	1,751,804
Contract buses and mileage	13	98.72	.25	.00124	5,113	1,981,447	504,553
Mileage payments	6	87.58	.055	.00082	702	1,140,020	61,483
Totals	315				160,519	44,682,834	$12,971,124

SOURCE: Statistical Information on Pupil Transportation Costs in Local School Districts (1968-1969), Kansas State Department of Education.

COMMENT

Information on the average cost per *pupil* shows lower costs in high pupil density areas. This is because the school buses can transport a great many more students while not having to travel nearly so many miles as is the case in a sparsely populated area. On the other hand, the average cost per *mile* column taken alone tends to show lower costs in areas having longer bus routes and fewer persons to transport. In those areas there would be less starting and stopping, waiting for traffic signals, etc. Therefore, a column showing the average cost per "student mile transported" has been computed. Since the computation includes an equal weighting as to pupils and miles traveled, it perhaps gives more of a basis for comparison than either the average cost per pupil or the average cost per mile figures. (This figure is determined by multiplying the number of students actually transported by the number of miles the vehicle(s) traveled to produce a hypothetical total number of "student miles." The total actual cost of transportation was then divided by the number of student miles to determine the cost per student mile.) This method of computation tends to distort the efficiency of the busing system because it includes the assumption that each child is on the bus or conveyance for every mile the bus travels, and this of course does not occur.

Appendix V

SELECTED CHARACTERISTICS OF EMERGING INTERMEDIATE UNITS OF SCHOOL ADMINISTRATION*

State	*Year Established*	*Name of unit*	*Minimum pupil numbers*	*Purpose of the unit*	*Governing body*
Colorado	1965	Board of cooperative services	8,000[1]	To provide special services desired by member school districts	A 5-9 member board selected by and from membership of cooperating boards for terms same as those held on[1] local boards
Iowa	1965	Joint county systems	No specific number required	Administrative duties and services which individual school districts cannot efficiently or economically provide by themselves	A seven member joint board of six from specified election areas and one member at large elected by the people for 6 year terms
Michigan	1962	Intermediate school district	5,000	Special education programs and consultative and technical services to member school districts	A 5-7 member board chosen by one member from each cooperating board for 6 year terms
Nebraska	1965	Educational service unit	10,000 used as a guide	Supplementary educational services for member school districts	A board composed of one member from each county plus four members at large are chosen by the electors for four year terms
New York	1948	Board of cooperative educational services	No specific number required	Specialized education services and programs for member school districts	A board of five members elected by members of cooperating boards for five year terms
Texas	1965	Education service centers	50,000	To develop, provide and make available to participating school districts a program of specialized services including educational media and long range planning	A board of five or seven members appointed by a joint Committee representing all school districts which are members of the center
Washington	1965	Intermediate district	20,000	Services to member school districts	A board of five members chosen by the electors in special board member districts for four year terms
Wisconsin	1965	Cooperative educational service agency	25,000	To render special services identified by member school districts as being desirable	A board not to exceed eleven members, composed of one representative from each cooperating school district. Local boards designate their delegate to the agency board for terms agreed upon by each agency

State	*Chief administrative officer*	*Financial support*	*Territory included in unit*	*Number of units*
Colorado	Board appoints chief executive officer	Receives operating funds from the cooperating districts; is authorized to receive state and federal funds	Two or more school districts, more or less than single county in area	Eleven units have been formed
Iowa	Board appoints a superintendent for the multi-county area	Tax levy plus the authorization to apply for, accept, and spend state and federal funds for educational programs	Two consist of two counties each and one is a four county area	Three such districts
Michigan	Board appoints a superintendent	Tax levy, contracts with cooperating districts, state funds	County and multi-county in area. Range is one to five counties in area	46 single county, 8 two county, 4 three county, 1 four county, 1 five county
Nebraska	Board appoints a director of educational services	Tax levy, contracts with cooperating districts, may receive state and federal funds	Multi-county range is two to nine counties in area. From 1,464 to 8,891 sq. miles in area	Nineteen units in the state. Three of these are larger in geographic area than the combined states of Rhode Island, Delaware and Massachusetts[3]
New York	Board appoints a district superintendent	State funds and contracts with cooperating school districts	County, or more or less than a single county	There are 68 BOCES units in the state
Texas	Board of directors appoints an executive director	State funds and matching funds from school districts which are members of the center. Also utilized Title III, ESEA funds	All centers serve multi-county area. Range is from two counties to 26 counties in area	There are 20 such centers in the state
Washington	Superintendent is chosen by the electors of the intermediate district	Funds authorized by county commissioners, contracts with cooperating school districts	County or multi-county in area. One is a single county area and four are multi-county areas	Five of fifteen proposed districts have been created
Wisconsin	Board appoints an agency coordinator	State aid and contracts with cooperating school districts	Multi-county and the areas often cut across geographic county lines	Enrollments ranged from 17,390 to 190,218 pupils in grades K-12. Nineteen agencies have been formed covering entire state

[a] Limited to those states where changed intermediate unit programs were actually operative. Others in which a changed structural organization is being considered include California, Ohio, Oregon and Pennsylvania.

1. Boards of education of any two or more school districts organized under the school district reorganization act of 1949 or school district organization act of 1957 may form a board of cooperative services irrespective of this number.

2. Each cooperating board of education is guaranteed membership on the board of cooperative services.

3. Ten units operate as originally planned. In elections held in the fall of 1966, eighteen counties voted to exclude participation in the new service units. These counties were located in 9 different service units. Several service units operate with only a part of the number of counties originally included in the service unit by the legislation.

Source: W. E. Inman, Specialist, School District Organization. Department of Health, Education and Welfare—Office of Education, Washington, D. C., 1967.

Appendix VI-A

BILL No. 1

AN ACT concerning public schools; closing attendance centers; repealing K. S. A. 1970 Supp. 72-8213.

Be it enacted by the Legislature of the State of Kansas:

Section 1. K. S. A. 1970 Supp. 72-8213 is hereby repealed.

Sec. 2. This act shall take effect and be in force from and after its publication in the statute book.

Appendix VI-B

BILL No. 2

AN ACT concerning transportation of students of public schools; amending K. S. A. 1970 Supp. 72-8302 and repealing the existing section.

Be it enacted by the Legislature of the State of Kansas:

Section 1. K. S. A. 1970 Supp. 72-8302 is hereby amended to read as follows: 72-8302. The board of education of any school district may provide or furnish transportation *for students* to or from any school ~~maintained by~~ *of* the school district ~~for all of its students; and shall provide or furnish transportation for those students who reside more than two and one-half miles, by the usually traveled road, from the public school building they attend, if the residence of such students is outside the corporate limits of any city where such school building is located~~. *Every school district shall provide or furnish transportation for every pupil who resides in the school district and who attends any of grade kindergarten to twelve at a school of the school district in the following cases:*

(a) The residence of the student is inside or outside the corporate limits of a city, the school building attended is outside the corporate limits of a city and the school building attended is more than two and one-half (2½) miles by the usually traveled road from the residence of the student, or

(b) the residence of the student is outside the corporate limits of a city, the school building attended is inside the corporate limits of a city and the school attended is more than two and one-half (2½) miles by the usually traveled road from the residence of the student, or

(c) the residence of the student is inside the corporate limits of one city, the school building attended is inside the corporate limits of a different city and the school building attended is more than two and one-half (2½) miles by the usually traveled road from the residence of the student.

Sec. 2. K. S. A. 1970 Supp. 72-8302 is hereby repealed.

Sec. 3. This act shall take effect and be in force from and after its publication in the statute book.

Appendix VI-C

BILL No. 3

AN ACT concerning transportation of pupils attending accredited schools; amending K. S. A. 1970 Supp. 72-8301 and 72-8306, and repealing the existing sections.

Be it enacted by the Legislature of the State of Kansas:

Section 1. K. S. A. 1970 Supp. 72-8301 is hereby amended to read as follows: 72-8301. As used in this act: (*a*) "Board" or "board of education" means the board of education ~~or other governing body of any~~ *of a* school district.

(*b*) "School district" means any school district ~~except a~~, *but does not include* community junior college ~~district~~ *districts*.

(*c*) The words "provide or furnish transportation" in addition to their ordinary meaning shall mean and include the right of a school district to: (1) Purchase, operate and maintain public school buses; (2) contract, lease or hire *school* buses for the transportation of students and school personnel; and (3) reimburse persons who furnish transportation to students or school personnel in privately owned motor vehicles.

(*d*) "Student" *or "pupil"* means any person regularly enrolled and attending school in those grades maintained by a school district.

(*e*) "School bus" means: (1) Any public school bus owned *or leased* by the school district; or (2) any privately owned motor vehicle under contract or hire to a school district for transportation of students or school personnel.

(*f*) "State board" means the state ~~superintendent of public instruction until that office is abolished and thereafter the constitutional state~~ board of education.

Sec. 2. K. S. A. 1970 Supp. 72-8306 is hereby amended to read as follows: 72-8306. ~~Whenever the school district shall provide transportation under authority of this act in district owned school buses for pupils attending the public schools,~~ *The board of education of any school district which transports pupils attending public schools may provide transportation for* pupils residing in such school district attending private or parochial ~~schools of elementary or high school grades which are approved~~ *elementary schools or high schools accredited* by the state board of education, who shall reside on or along ~~the~~ *a* highway or street ~~constituting~~ *which constitutes a part of* the regular route of a public school bus ~~or conveyance owned by the school district~~, or who shall *at appropriate times* gather at some place on ~~the~~ *such a* regular route ~~nearest or most easily accessible to their homes or such schools, where such transportation is provided for pupils attending the public schools, shall be entitled to the privilege of such school bus transportation upon such regular route as arranged for the benefit of pupils attending public schools.~~

Sec. 3. K. S. A. 1970 Supp. 72-8301 and 72-8306 are hereby repealed.

Sec. 4. This act shall take effect and be in force from and after its publication in the statute book.

Appendix VI-D

BILL No. 4

AN ACT concerning purchase of school buses and tires by school districts through the state director of purchases.

Be it enacted by the Legislature of the State of Kansas:

Section 1. The board of education of any school district may elect to purchase school buses or tires for its use through the director of purchases of the state department of administration by applying to such director on forms provided by him. Such form shall include a statement that the school district will pay the contract price obtained in accordance with the bidding procedures prescribed in K. S. A. 75-3739 and 75-3740, and rules and regulations adopted hereunder.

Sec. 2. In purchasing school buses and tires under authority of this act, the director of purchases shall follow the procedures set out in K. S. A. 75-3739 and 75-3740 to the extent applicable thereto and not in conflict with this act. The executive director of the state department of administration with the approval of the state finance council may adopt rules and regulations applicable to the operation of this act and purchases made hereunder.

Sec. 3. Any board of education requesting purchase of school buses or tires under this act shall pay therefor by issuing its warrant-check to the contract vendor upon notification by the director of purchases. Such payment shall be delivered to the director of purchases within ten (10) days from the date of posting of such notification by the director of purchases. If within fourteen (14) days after such notification has been posted, the director of purchases does not receive such payment, he shall issue his voucher for payment of such contract price

and the state controller shall issue his warrant in payment thereof. Upon receipt of any such voucher, the state controller shall notify the state board of education thereof, and the state board of education shall deduct from any entitlements of such school district for general state aid or state transportation aid an amount equal to such contract price. The amount so deducted shall be deemed an operating expense of such school district.

Sec. 4. This act shall take effect and be in force from and after its publication in the statute book.

Appendix VI-E

CONCURRENT RESOLUTION No. 1

A PROPOSITION to amend section 3 of article 6 of the constitution of the state of Kansas, relating to the state board of education and state board of regents.

Be it resolved by the Legislature of the State of Kansas, two-thirds of the members elected to the Senate and two-thirds of the members elected to the House of Representatives concurring therein:

Section 1. The following proposition to amend the constitution of the state of Kansas shall be submitted by title to the qualified electors of the state for their approval or rejection: Section 3 of article 6 of the constitution of the state of Kansas is amended to read as follows:

"Sec. 3. (*a*) ~~There shall be ten members of the state board of education with overlapping terms as the legislature may prescribe. The legislature shall make provision for ten member districts, each comprised of four contiguous senatorial districts. The electors of each member district shall elect one person residing in the district as a member of the board. The legislature shall prescribe the manner in which vacancies occurring on the board shall be filled.~~ *The state board of education shall have nine members with overlapping terms as the legislature may prescribe. Members shall be appointed by the governor, subject to confirmation by the senate. One member shall be appointed from each congressional district with the remaining members appointed at large, however, no two members shall reside in the same county at the time of their appointment. Vacancies occurring on the board shall be filled by appointment by the governor as provided by law.*

"(b) The state board of regents shall have nine members with overlapping terms as the legislature may prescribe. Members shall be appointed by the governor, subject to confirmation by the senate. One member shall be appointed from each congressional district with the remaining members appointed at large, however, no two members shall reside in the same county at the time of their appointment. Vacancies occurring on the board shall be filled by appointment by the governor as provided by law.

"(c) Subsequent redistricting shall not disqualify any member of either board from service for the remainder of his term. Any member of either board may be removed from office for cause as may be provided by law.

"(d) The governor elected in the year 1972 shall appoint the first members of the state board of education in accordance with laws enacted by the 1973 and subsequent legislatures not in conflict herewith. The first meeting of the board of education appointed hereunder shall be held in May, 1973. From and after May 1, 1973 any law in conflict herewith shall be void.

"(e) The provisions of this amendment shall not require recomposition of the state board of regents."

Sec. 2. The title appearing on the ballot by which this amendment is submitted to the electors of this state shall be the following:

"Shall the constitution be amended to provide for replacement of the present elected state board of education by an appointed state board of education?"

Sec. 3. This resolution, if concurred in by two-thirds of the members elected to the senate and two-thirds of the members elected to the house of representatives, shall be entered on the journals, together with the yeas and nays. The secretary of

5 state shall cause this resolution to be published as provided
6 by section 1 of article 14 of the constitution, and shall cause
7 the proposed amendment to be submitted to the electors of
8 the state at the general election in the year 1972 as provided
9 by law.